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ABSTRACT

This report presents the findings of a community survey conducted in Harrisburg, Pennsylvania, in April and May 1975. The purpose of the project was to develop and apply management technology to improve decision making and program effectiveness in the local community. The survey sought citizens' perceptions and attitudes about governmental services and priorities. The survey investigated general neighborhood conditions and citizen satisfaction level with neighborhood public services, citizens' views about performance of city functions, and citizen preferences for services and programs. The survey sample was composed of 423 households. The city was divided into seven neighborhood districts for comparison of socioeconomic variables in relation to satisfaction level. Two of the major findings showed that a high proportion of residents are relatively dissatisfied with conditions in their neighborhoods and with the adequacy of police services and public safety. The report is arranged into seven sections. Section I describes several areas of citizen concerns, such as deteriorating neighborhood conditions, police protection, quality and maintenance of housing and streets, and recreational facilities. Section II examines respondents' perceptions of conditions and looks at delivery of public services in their neighborhood. Section III looks at frequency and nature of complaints to city officials and citizens' attitudes about city's response to complaints. Section IV discusses some general attitudes relevant to city decision making. Section V provides an in-depth analysis of citizens' ratings of police services. Section VI examines respondents' attitudes toward city's program objectives. Section VII provides interpretations of key findings. (ND)

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A REPORT OF

HARRISBURG RESIDENTS' EVALUATIONS AND PREFERENCES FOR LOCAL GOVERNMENTAL PROGRAMS AND SERVICES

by
Theodore H. Poister
and
James C. McDavid
with the assistance of
Susan K. Miller

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Institute of Public Administration
The Pennsylvania State University

January, 1976

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FOREWORD

The study of local governmental administrative systems and the design of decision and management technologies for them is an important component of the research program of the Institute. During the past decade a number of studies have been conducted and published. Some have dealt with a single function such as libraries and fire defense; and some have dealt with the full range of public services provided by a particular jurisdiction or several jurisdictions serving a particular metropolitan area. Central concerns of each of the studies have been to examine organizational arrangements and to design and to implement decision and management technologies that will enhance the effectiveness and efficiency of local governmental operations. One dimension of both effectiveness and efficiency is citizens' perceptions and attitudes toward governmental services. Thus, community surveys have been an important part of the studies that have been conducted.

The survey that is reported herein is one product of a larger project that has evolved from the Institute's earlier experience. With the support of a grant from the College of Liberal Arts' Center for Continuing Liberal Education, a three-part pilot project was begun in the Fall of 1974 with the City of Harrisburg including: examining the budgetary system with the possibility of converting it to a program decision system; reviewing the community development strategy with the possibility of constructing an ongoing program evaluation capability; and, examining various programs in which productivity improvement could be accomplished by use of operations research techniques. Progress under the pilot phase was so promising that a grant request was submitted to the Office of Education and a two-year award was made under the Community Service and Continuing Education Program (Grant Number G00-75-02104), effective July 1, 1975, for "City Hall/University Application of Urban Research and Decision Technology through Continuing Education." The OE grant makes possible the continuation of the Harrisburg project over a longer period and an extension of the project to the City of York and a third Pennsylvania city. The University of Bridgeport and the City of Bridgeport, Connecticut, are interacting as participant observers as part of the project.

The objective of the Harrisburg community survey was to obtain the perceptions and attitudes of citizens concerning governmental services including citizens' program priorities, so that these priorities could be related to the program decision process. The field work was completed before the OE grant became effective, but the analysis and report preparation have been completed under the grant. The findings provide a benchmark for Harrisburg which will permit analysis of changes, if any, taking place in the future, and they provide a basis for comparison with the other project cities where similar surveys will be conducted. Sample questionnaires, instructions to interviewers, and coding manuals will be made available in the form of a training package to other jurisdictions interested in using the same questionnaire or some adaptation of it.

Research experience is an important part of the graduate education of students in the Institute's public administration program. Over twenty graduate students were involved in some aspect of the survey including questionnaire design, pretesting, interviewing, data analysis, and report writing. Among these the following deserve special acknowledgement because of the extent of their contribution: David Allen; Valerie Bentley; William Cuff; Charles DeBrunner; Bruce Neilson; John Purves; David Sallack; and John Smith. Donald Grossett, the research assistant assigned to the overall project, served as field work coordinator for the survey. Special thanks are also due to Maryann Portone who was responsible for typing and other clerical chores associated with the survey and preparation of the report and to Mary Long who assisted her in those chores. I should like to thank Mayor Harold Swenson and Daniel Rogers, Director, Department of Community Development, of the City of Harrisburg for providing the opportunity to work with the City; and finally, I should like to thank the citizens of Harrisburg for the courteous reception and candid responses granted the interviewers. I hope that the publication of these findings will contribute toward effective citizen input into the City's decision processes.

Robert J. Mowitz
Director

1 February 1976

TABLE OF CONTENTS

Page

Foreword ii

Executive Summary v

SECTION

I Introduction 1

II Neighborhood Perceptions 12

III Citizen Complaints About Harrisburg City Services . . . 39

IV Evaluations of Economic Conditions and Selected Services and Issues in the Harrisburg Area 55

V Citizens' Views of Crime and the Police 78

VI City Objectives and Priorities 133

VII Conclusions 167

Appendix A 183

Appendix B 201

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

I. Introduction

This report presents the findings of a community survey conducted in Harrisburg by the Institute of Public Administration of The Pennsylvania State University in April and May, 1975. The survey was part of a continuing education project conducted by the Institute in cooperation with the Harrisburg City government. The broad purpose of the project is the development and application of management technology and other methods to improve decision-making and program effectiveness. The survey was intended to obtain information regarding attitudes and perceptions concerning a wide range of local governmental activities and related issues, with the purpose of providing citizen input to future decision-making.

Part of the survey was designed to provide information on general neighborhood conditions and levels of satisfaction with public services in neighborhoods, which can be used both as indicators of needs for new or improved services and as benchmark measures against which future conditions and attitudes can be measured after program changes have been implemented. Other parts of the survey attempted to provide more detailed analysis of citizens' views as to how well certain City functions are being performed at present. Still other portions were aimed at discovering citizen preferences for services and the priorities they set among the program areas in which the City is involved.

In addition, the implementation of the survey demonstrated the feasibility of conducting a community survey in terms of logistics, manpower requirements, and the high level of interest and willingness to cooperate on the part of the City's residents. This executive summary highlights the major findings of the survey; further explanation and analysis is provided in the following sections of the report.

II. Neighborhood Perceptions

The findings of the survey show that a disconcertingly high propor-
tion of Harrisburg residents are relatively dissatisfied with conditions ✓
in their neighborhoods. In general, this is evident from the fact that
substantial proportions of the residents think their neighborhoods are ✓
rapidly deteriorating and are not suitable places in which to raise chil-
dren. Given a choice, a large proportion would move out of their neighbor-
hoods and into other sections of the City.

More specifically, the chief areas of concern seem to be those of
police services and public safety. Although all the dissatisfaction is 1
not directly attributed to the adequacy of the police per se, 64 percent
of the residents do not feel safe from crime in their neighborhoods. The 3
citizens also expressed a high degree of dissatisfaction with the physical
condition of their neighborhoods, with emphasis on the quality and mainte- 4
nance of housing. There is also a great deal of dissatisfaction with the
maintenance of the streets and sidewalks, including the provision of suffi- 5
cient parking facilities. The lack of adequate recreational facilities 6
is also a source of noticeable dissatisfaction.

The socio-economic variables of race and income proved to be strongly ✓
related to levels of satisfaction with neighborhood conditions. Nonwhites and lower income groups consistently expressed more dissatisfaction with the housing and physical situation in the neighborhoods than did the whites and higher income groups. The overall impression gained was that, taken

as a group, the City's residents see much room for improvements to make their neighborhoods better places in which to live. However, the percentages of respondents citing the need to improve some neighborhood service are smaller than those expressing negative attitudes toward their neighborhoods in terms of corresponding attributes. The areas cited most frequently as requiring improvement relate to public safety, streets, recreation, housing, and refuse collection.

It was also found that neighborhood perceptions vary within the City from area to area - a phenomenon which is not surprising since there is considerable variation in the City in terms of socio-economic characteristics.* In general, the greatest range of concerns was found in Districts 2 and 5, where residents are largely dissatisfied with housing conditions, neighborhood streets and parking conditions, recreational facilities, and refuse collection. Residents in District 1 also expressed a low level of satisfaction; but the concerns were mainly focused on problems with transportation, recreation, and the schools. District 7 residents expressed a generally low level of satisfaction, too; but their concerns were for the most part not focused on particular conditions or public services. District 6 residents exhibited the most positive attitudes about their neighborhoods, with little concern expressed for improving the public services.

III. Citizen Complaints

In examining the extent and nature of the concerns or problems that affect City residents, it was found that almost half the citizens had at least one complaint to mention. The most frequently cited complaints concern police services, the maintenance and upkeep of houses and properties, and garbage collection and trash removal. With the exception of refuse collection, those service areas which were cited most often as needing improvement were also mentioned most frequently as the subjects of complaints.

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*For the analyses that examined intracity variations, the City was divided into a total of seven districts, corresponding as closely as possible to existing police districts.

It was found, however, that 42 percent of the residents did not actually register their complaints with a City official or office. There apparently exists among a large proportion of citizens in Harrisburg a feeling that registering complaints about City services is not worth the time or effort involved. Whether the complaint was made or not was related in part to the nature of the complaint and to the perceived response with which the complaint would be met. Those complaints involving the upkeep of houses or yards, refuse collection, street lighting, police services, nuisances, and recreational facilities were registered a majority of the time. When asked why a complaint was not registered, a large proportion indicated that for one reason or another they thought it would result in no noticeable improvement in the situation.

The majority of complaints were registered, however, usually with the proper line administrative department, the police, or City Hall. A very small proportion were directed to an elected official. Unfortunately, a majority of all registered complaints, 55 percent, were met with what was considered to be an unsatisfactory response; and more than two thirds of the residents were dissatisfied with the response given to their complaints. This seems to justify the attitude of many citizens that registering complaints may be a futile effort. Whether a complaint was met with a satisfactory response was apparently related to the nature of the complaint, the department to whom the complaint was directed, and the complainant's yearly income. The only areas of concern where a majority of the complaints were met with some action by the City were refuse collection, nuisances, and upkeep of houses or yards. In addition, a higher percentage of the complaints directed to the proper line administrative department or involving a complainant with a relatively high income were met with some action from the City.

IV. Economic Conditions and Selected Services and Issues

Nearly two thirds of the respondents indicated that the present economic situation of inflation and recession has had a noticeable impact on their finances or plans. The most frequently mentioned impact was a general, unspecified reduction in purchasing power such as "less discretionary income." The next most frequently mentioned impacts involved the cost of food and the cost of housing. The economic situation apparently has had the greatest impact in Districts 4 and 5 and the least impact in District 6. In addition, a larger proportion of nonwhites reported impacts than did whites; and younger respondents tended to report impacts more frequently than did older respondents.

When presented with two alternative plans for limiting the consumption of gasoline, the residents preferred rationing to raising the price of a gallon to $1. In households where the head of the family was working regularly, there was a general tendency to predict a reduced usage of owner-driven vehicles and an increase in the usage of buses, car pools, and other alternate modes of transportation if either plan to restrict gasoline consumption were implemented. The magnitude of such a shift depended, at least in part, on the distance involved in getting to work.

A plurality (46.3 percent) of the residents indicated that they would favor a plan for consolidating the local governments in the Harrisburg area, and 40.0 percent were against it. Those in favor of the idea liked it for reasons of efficiency and/or effectiveness, and those against it emphasized the desirability of local autonomy. Those that were for such a change expressed a greater willingness to become involved in a campaign to consolidate governments than did those who were against combining governments.

Unfortunately, less than half of the respondents felt that the schools in the Harrisburg system are at least fair, good, or excellent. Furthermore, almost three quarters of the respondents indicated that they felt there were problems in the schools - the most frequently cited problem was a lack of discipline. It is gratifying, however, to note that those with children in the schools tended to be more favorable in their opinions of the schools than those without this kind of direct contact. Also, people with children tended to perceive discipline as being somewhat less of a problem than did those with no children in the school system.

V. Crime and the Police

Unfortunately, the survey revealed that a disconcertingly large proportion of Harrisburg citizens have reservations about the service that the police provide to the City's residents. It is difficult, however, to attribute the dissatisfaction to any single factor. In accordance with the finding that two thirds of the residents do not feel safe from crime in their neighborhoods, it was found that only a slight majority of residents think the police provide good service to their neighborhoods and less than one-third think the police do a good job of solving crimes in their neighborhoods. Two thirds of the citizens did agree, however, that the police treatment of citizens was satisfactory. Unfortunately, though, 21 percent of those who, for one reason or another, had been stopped by the police indicated that their treatment had been less than satisfactory.

Further insight into citizen evaluation of police performance was gained from those who had had direct involvement with the police due to the fact that their households had been victimized. The majority of people indicated that they were satisfied with the police response time, the on-the-scene investigation, and the follow-up investigation where applicable - although with the exception of the response time, the majorities were slim. However, when asked to express their overall satisfaction with the police involvement, including such factors as whether an arrest was made or a suspect was convicted, only 46 percent were satisfied; and an almost equal proportion were unsatisfied.

Two factors were identified as being strongly linked to overall satisfaction with police performance. First, it was found that those who were not satisfied with the overall police performance tended to be the same ones who were not satisfied with what the police did during the on-the-scene investigation. The second and most salient factor was that of race. Thus, nonwhites tended to feel less safe from crime, were less apt to agree that police provide good service to their neighborhoods, were more likely to agree that police do not treat citizens well, and were less likely to agree that police do a good job of solving crimes. More nonwhites reported being stopped by the police and were less likely to report good or excellent treatment when stopped.

Finally, the survey revealed that citizen evaluations of police performance do differ from district to district. Specifically, residents in District 6 are most favorable in their evaluations of police; and residents in Districts 4 and 5 tend to be least favorable, even though District 5 has been exposed to intensive foot patrolling. This seems to suggest that improvement in the quality of police-citizen interactions rather than the quantity may be necessary to convince residents that police are doing a good job.

VI. Objectives and Priorities

The final analysis of the survey was devoted to assessing residents' opinions of the appropriateness or importance of various City objectives, as well as assessing the priorities residents attached to expenditures for various activities that are a part of City programs. One purpose was to see whether Harrisburg officials and Harrisburg residents are in substantial agreement concerning the activities selected to meet the needs and demands of the City's residents. Another purpose was to ascertain which program activities are viewed as needing additional funding most, given an incremental budget increase, or which activities can be cut back, given a budget cut. A number of interesting findings emerged.

First, the areas of concern indicated from neighborhood perceptions and citizen complaints are the same areas rated as being among the most important City objectives. In order, those objectives cited as deserving emphasis are: to reduce the number of crimes in the City, to solve crimes that are committed, to assure that existing housing in the City is maintained, to increase employment opportunities in the City, to teach new job skills to unemployed persons seeking work, and to prevent the occurrence of fires and reduce injury and damage caused by fires that do break out. The objectives accorded the least importance included maintaining a library system, supplying food stamps and welfare payments to underprivileged people, helping people to make repairs and improve their properties, planting and maintaining trees in public places, reducing the number of traffic accidents, and rebuilding the downtown Harrisburg area. It should be remembered, however, that this listing reflects a rating of relative, not absolute, importance for each objective. It does, however, serve as an indication of suggested priorities.

Second, among all the objectives included, those that were accorded the greatest importance by residents correspond to program activities of the City as opposed to other local jurisdictions. Thus, those areas that are of greatest concern to the constituency as a whole appear to be within the domain of the City government. Ranked below these most important objectives, non-City objectives are interspersed with City program objectives.

Third, there is a substantial amount of agreement among the various socio-economic groups regarding the most important objectives. However, variations do exist regarding other, lower ranked objectives. Specifically, the lower income respondents tended to give higher rankings to the objectives relating to medical services, public transportation, public housing, upgrading housing, and repairing properties than did the higher income residents. The higher income respondents in turn accorded relatively more importance to maintaining the streets and a library system. Also, nonwhites accorded more importance to housing-related objectives, job skills, medical services, food stamps and welfare, and counseling and treatment for drug users and alcoholics. Whites, on the other hand, accorded relatively greater importance to many of the more traditional "caretaker" functions of municipalities, such as fire prevention, provision of recreational facilities, the maintenance of City streets, the reduction of air and water pollution, and the provision of public transportation.

Perhaps more important than an endorsement of the City's formal program objectives are the relative priorities citizens place on program activities in terms of needs for increases beyond present levels of effort. Given the constrained resources available for City programming, their allocation among program areas is critical. The survey provides information on citizens' preferences along these lines, which should be given consideration in determining such resource allocations.

The questions about increased and decreased expenditures were phrased in terms of current levels of effort as perceived by the respondents. Presented with a list of service areas, they were asked which, if any, required additional funding for next year. In answering the question, the respondents were told to assume that a small amount of money would be added to the City's budget and that increased expenditures in an area would lead directly to increased service outputs. In a complementary question, they were also asked to indicate four areas in which expenditures could be cut if the City were forced to reduce its budget. Taken together, the responses to these two questions provide an indication of the priorities Harrisburg residents place on incremental changes in the City's budget.

A majority, 64 percent, indicated that more money should be spent on preventing crime and enforcing the laws; while nearly half thought that both housing inspection and dealing with abandoned buildings require additional funding. In the next tier of responses, many felt that more money also should be spent on providing recreational activities, repairing and maintaining City streets, providing street lighting, and fighting and preventing fires. These priorities, then, substantially reflect the

the primary concerns of the survey respondents, as revealed in other sections discussed above.

The pattern of responses regarding possible decreases in expenditures reinforces many of these priorities while revealing a degree of ambivalence about others. It should be noted that one strong impression obtained while conducting this part of the survey was that respondents found it difficult to find program areas where a decrease was acceptable, and in fact the completion rate for this portion was much lower than for other sections.

The program activities which were mentioned most frequently as being able to absorb a cut in expenditures, if necessary, were ones which were not cited often as requiring additional funding. These include planting and maintaining trees in parks and along streets, maintaining City parks, controlling traffic and enforcing parking regulations, and baiting and killing rodents.

At the other extreme, some of those program areas which were cited frequently as requiring additional funding, such as maintaining streets, lighting streets, and fighting and preventing fires, were cited by relatively few respondents as possible areas for spending cuts. Only six respondents (2 percent) indicated that less could be spent on preventing crime and enforcing the laws. This further substantiates the high priorities placed on these activities.

However, there is by no means a complete discordance between the rankings of service areas to be increased and decreased in expenditure levels, as might have been expected. Three activities which were ranked high in terms of the need for additional funding were also ranked relatively high as possible candidates for funding cuts, given a decrease in the overall funds available; these are inspecting housing, maintaining or demolishing abandoned properties, and providing recreational activities. Rather than inconsistencies in citizen preferences, these findings apparently represent an overall evaluation of these programs as ones which should be stepped up, if possible, but which also can be cut back more easily than others, if necessary. This is in contrast to the relatively few mentions of three other program areas - trash collection, the sewer system, and the water system - either as requiring increased funds or as possible candidates for cutbacks. These services are evidently viewed as being less in need of increased effort than most areas, but at the same time they also are seen as basic necessities on which the City cannot afford to cut back.

In conjunction with the question on increasing expenditures, the respondents were asked about the desirability of a tax increase. Fully 67 percent indicated that they would favor a tax increase if the additional revenue would result in increased effort in the program areas most urgently requiring it. However, there was considerable variation in the service areas to which this tax increase was attached; and no single program was mentioned by a majority of the respondents as being sufficiently in need of increased funding to warrant a tax increase. Not surprisingly, the program areas which were mentioned most often in this regard are almost identical to those mentioned above as most urgently requiring increased funding, including police services, housing programs, recreation, street maintenance, fire prevention, and street lighting.

VII. Conclusion

To sum up, the findings reported in this executive summary are intended to provide an overview of the contents of each of the sections which constitute the body of the report. Supporting detail for the main points in this summary, together with more detailed analyses of specific issues, can be found in the appropriate sections themselves. In addition, the Conclusion provides interpretations of key findings reported in the body of this document.

I. INTRODUCTION

I. INTRODUCTION

This report presents the findings of a community survey conducted in Harrisburg, Pennsylvania, in April and May of 1975, by the Institute of Public Administration of The Pennsylvania State University. The survey was carried out as one part of a continuing education project of the University, a joint effort of the Institute and the City government whose purpose is the development and application of management technology and other methods to improve decision-making in local government. The survey portion of the project was especially concerned with providing City officials with information regarding citizens' perceptions of the performance of various City functions and the relative importance of achieving various local governmental objectives.

A. Purpose of the Survey

A community survey is an attempt to obtain information about general conditions and particular problems in an area, and citizens' feelings about these, through interviews with a representative cross section of the residents of the area. When utilized by a local governmental jurisdiction, a community survey is usually aimed at providing information about conditions which require the attention of that jurisdiction and attitudes about how well it is performing in meeting citizens' needs.

This survey was designed to serve a number of purposes. First, it was intended to develop information regarding citizens' attitudes and, in some cases, experiences which would be of interest and use to City officials. To this end, selected City personnel were invited to review the proposed survey questionnaire and to suggest items of information to be included. Secondly, it was designed to demonstrate differing uses of both factual and attitudinal data which can be collected in community surveys. Part of the survey was designed to provide information on general neighborhood conditions and levels of satisfaction with public services in neighborhoods which can be used both as indicators of needs for new or improved services and benchmark measures against which future conditions and attitudes can be measured after program changes have been implemented. Other parts of the survey attempted to provide more detailed analysis of citizens' views as to how well certain City functions are being performed at present. Still other portions of the survey were aimed at discovering citizen preferences for services and the priorities they set among the program areas in which the City is involved.

An additional purpose was to show the feasibility of a community survey in terms of the mechanics of planning and conducting it, the total manpower required to complete the project, and the high level of interest and willingness to cooperate on the part of the City's residents. One final purpose was to develop forms in addition to the questionnaire, such as an introductory letter to be sent to residents whose households have been selected for interviews and another letter to be left at households for scheduling callbacks if necessary, which could serve as models for those used in future surveys undertaken by the City. It should be noted in this regard that shortly after the survey was completed the Bureau of Planning conducted an intensive survey in the midtown area in which these materials were utilized. The questionnaire used in the Institute survey appears in Appendix B, along with these other materials.

B. Usefulness of Surveys

The information obtained in this survey should be useful in obtaining a picture of citizens' attitudes and perceptions about conditions and problems in the City, existing public services, and needed improvement. It serves to provide insight as to the areas that are of primary concern to citizens and their expectations of local government. While some of the findings, those relating to neighborhood perceptions for example, may not be particularly surprising in light of what City officials already know about neighborhood conditions, other parts of the survey have yielded information that for the most part is new to City officials. Some of the information will further confirm opinions already held by officials, but it is nevertheless valuable in that it represents the citizen's point of view. In total, the information presented in this report constitutes feedback from citizens on a range of local public issues.

It is hoped that the City will make use of additional surveys in the future to make continued use of this source of citizen feedback. The present survey in many respects is global rather than operational in the sense of providing information which leads directly to specific policy recommendations. The analysis on the basis of districts, for example, is too highly aggregated to go beyond a very general targeting of improvements. Yet it does serve to provide benchmark indicators of citizens' evaluations of conditions, which can be used as the basis for measuring levels of satisfaction over time.

Furthermore, a survey of this same sort conducted much more intensively in one part of the City can provide information in much greater detail which can be useful in the specifics of program planning and operation. Those conducted very recently by the City's Bureau of Planning serve as examples. In addition to the surface-level evaluations of a whole range of issues, the City might also use citizen surveys in the future to obtain more in-depth evaluative information on a particular service delivery, as illustrated by the police/citizen interaction portion of the present survey.

C. Survey Sample

The sample used in the present survey was drawn up on the basis of households rather than individuals, with the interviewers conducting the interview with any member (over 18 years of age) in the households selected. The sample households were obtained by a systematic sampling process in which every 250th address listed in the 1974 Harrisburg City Directory was recorded. After the elimination of vacant lots, unoccupied dwellings, and commercial units, the sample consisted of 558 residential units. The 423 completed interviews, then, represent a 76 percent completion rate, which is quite high for this type of survey. Of the remaining households in the sample, 88 people who were contacted refused to be interviewed (16 percent); and the interviewers were unable to find anyone at home in five or more attempts in 47 households (8 percent).

The sample of 423 completed interviews appears to be highly representative of the population of Harrisburg in terms of general demographic variables, but less so in terms of other socio-economic variables. Selected sample statistics are shown with the comparable figures from the 1970 Census of Population and Housing in Table 1. While the census shows that roughly 55 percent of the population in 1970 were females, 59 percent of the individuals interviewed in the survey are women. The

Table 1

SELECTED SAMPLE SURVEY STATISTICS
WITH COMPARABLE 1970 CENSUS STATISTICS

Race	Census	Sample
White	69.9%	66.2%
Nonwhite	30.7%	33.8%

Sex	Census	Sample
Male	44.7%	41.1%
Female	55.2%	58.9%

Age	Census	Sample
18-24 years	11.8%	12.2%
25-54 years	51.6%	52.3%
55-64 years	15.6%	15.8%
65 years & over	20.8%	19.7%

Housing Tenure	Census	Sample
Owner Occupied	44.8%	57.8%
Renter Occupied	55.1%	42.2%

Occupation	Census	Sample
Professional, Technical, Managerial	18.4%	33.3%
Sales, Clerical, Kindred	33.9%	22.3%
Craftsmen, Foreman, Operatives, Service Workers	38.6%	28.2%
Laborers, Private Household Workers	8.2%	16.1%

Income	Census (Families)	Sample
$5,000 or less	26.2%	18.6%
$5,000-$10,000	37.3%	31.3%
$10,000-$15,000	23.2%	24.9%
$15,000-$25,000	10.7%	17.1%
$25,000 or over	2.4%	4.6%

Automobiles Available	Census	Sample
0	37.8%	27.2%
1	46.8%	41.8%
2	13.2%	24.1%
3 or more	2.1%	6.4%

fact that a somewhat larger proportion of females was sampled reflects the tendency for women to be found in the home more than men. The small difference between census and sample proportions was achieved by attempting to conduct as much of the interviewing as possible during the early evening hours and on weekends.

The census shows that in 1970, 31 percent of the City's population were blacks; while 34 percent of the survey respondents are nonwhites, including Puerto Ricans as well as blacks. The higher percentage in the survey reflects growth in the number of blacks in the City over the past five years as well as expansion of the small Puerto Rican community, and the nonwhite population may well be somewhat undercounted in the sample. As can be seen in Table 1, the breakdown of the survey respondents into the four adult age groups is almost identical to that shown in the 1970 census.

While the sample apparently is remarkably close to mirroring the composition of the population in terms of age, sex, and race, the differences between the sample and the 1970 census in terms of housing tenure, occupation, income, and automobile availability are more noticeable. As can be seen in Table 1, a greater proportion of the sample households are owned by their occupants as opposed to being rented and are characterized by household heads employed in professional, technical, and managerial capacities than that of the total number of households reported in the 1970 census. Strangely enough, a greater proportion of household heads are also employed as laborers or private household workers. Furthermore, more of the households in the sample fall in the higher income categories and own more than one automobile than those reported in the census in 1970.

There are a number of possible explanations for these differences between the sample and the 1970 census. Most obviously, during the intervening five years, conditions might have changed toward the direction in which the sample varies from the census. Even with the current economic downturn, average income and automobile ownership might be greater than in 1970. Other possible reasons have to do with the conduct of the survey itself. For example, it was the intuitive judgment of the interviewers that respondents were frequently reporting their household income to be in a higher category than was actually the case, for whatever reason. In addition, the City Directory tends to undercount households in multiple-dwelling units, thus leading to the sample bias toward owner-occupied dwelling units. More importantly, the interviewers encountered greater-than-usual difficulties in contacting residents of large apartment buildings due to security arrangements, reinforcing this sample bias. This experience suggests that future community-wide surveys that might be undertaken by the City would profit from using a sample drawn from the school census and contacting the management of large apartment units before the field work begins.

D. Analysis of Results

The findings of the survey are discussed, in the sections which follow, in a way that is thought to be most useful to City officials. Much of the information obtained is analyzed on the basis of smaller geographic areas, and in some cases attitudes and perceptions are related to the socio-economic characteristics of respondents in these areas. The report covers both general and specific topics and moves from an analysis of problems relating to the provisions of public services at present to a consideration of citizens' preferences regarding objectives to be pursued by the City in the future.

The following section examines respondents' perceptions of conditions and the delivery of public services in their own neighborhoods, including both City services and those provided by other jurisdictions. It provides an indication of the varying needs for services, ratings of services as presently provided, and opinions on the need for improving services. Section III looks at the subject of complaints made to City officials, analyzing the frequency and nature of complaints and citizens' attitudes about the City's response to the complaints they make. This provides further insight into the need for improving City services as well as assessments of the ways in which complaints are handled by the City.

Section IV discusses a number of general attitudes regarding issues that are not specifically related to particular City services but yet are relevant to City decision-making. These issues are largely beyond the control of the City government, but they relate to the context within which the City functions. Citizens' attitudes toward the issue of consolidation of local governments in the area are of interest because their reasoning reflects their opinions of how well the City government is functioning in comparison with how well it should be functioning. Responses to questions concerning the current economic situation are discussed in terms of the implications they might hold for changing needs and demands for public services. The issue of restricting the consumption of gasoline and the effects of policies with that objective on usage of different transportation modes is explored. Finally, some attitudes concerning the school system in Harrisburg are explored in this section to provide information on residents' views of the quality and operation of Harrisburg schools.

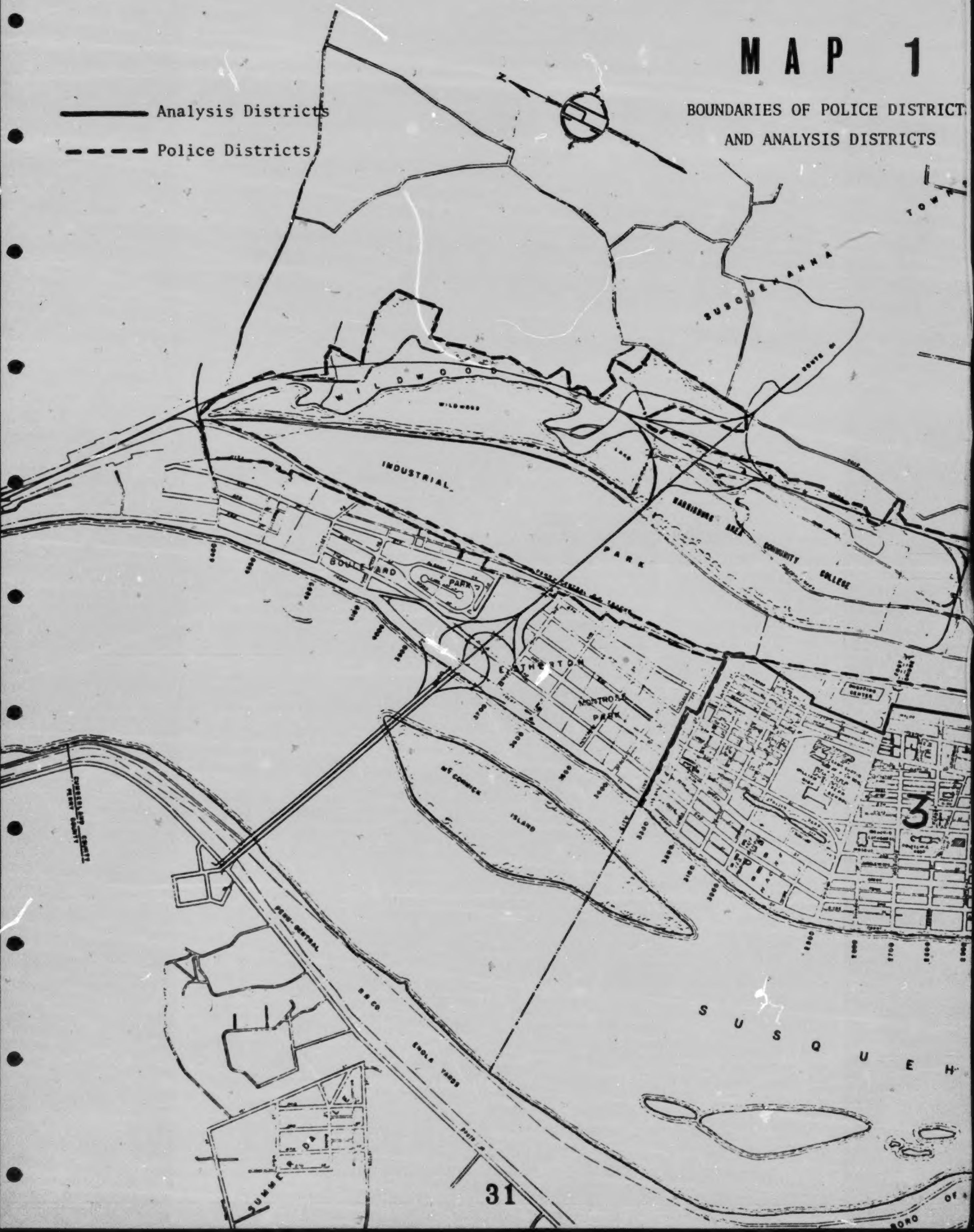
Section V is aimed at providing an in-depth analysis of citizens' ratings of police services. Before the actual survey was conducted, a field test of approximately 75 interviews was carried out, primarily to test the workability of the questionnaire and to suggest modifications in it. Given that the field test indicated that crime and police services were of overwhelming concern to the citizens of Harrisburg, it was decided to expand the questionnaire section on the police and develop a full-fledged evaluation of their services from the citizens' point of view. This section presents findings on the rating of police services in neighborhoods and then examines interactions between citizens and the police in both victimization and nonvictimization situations.

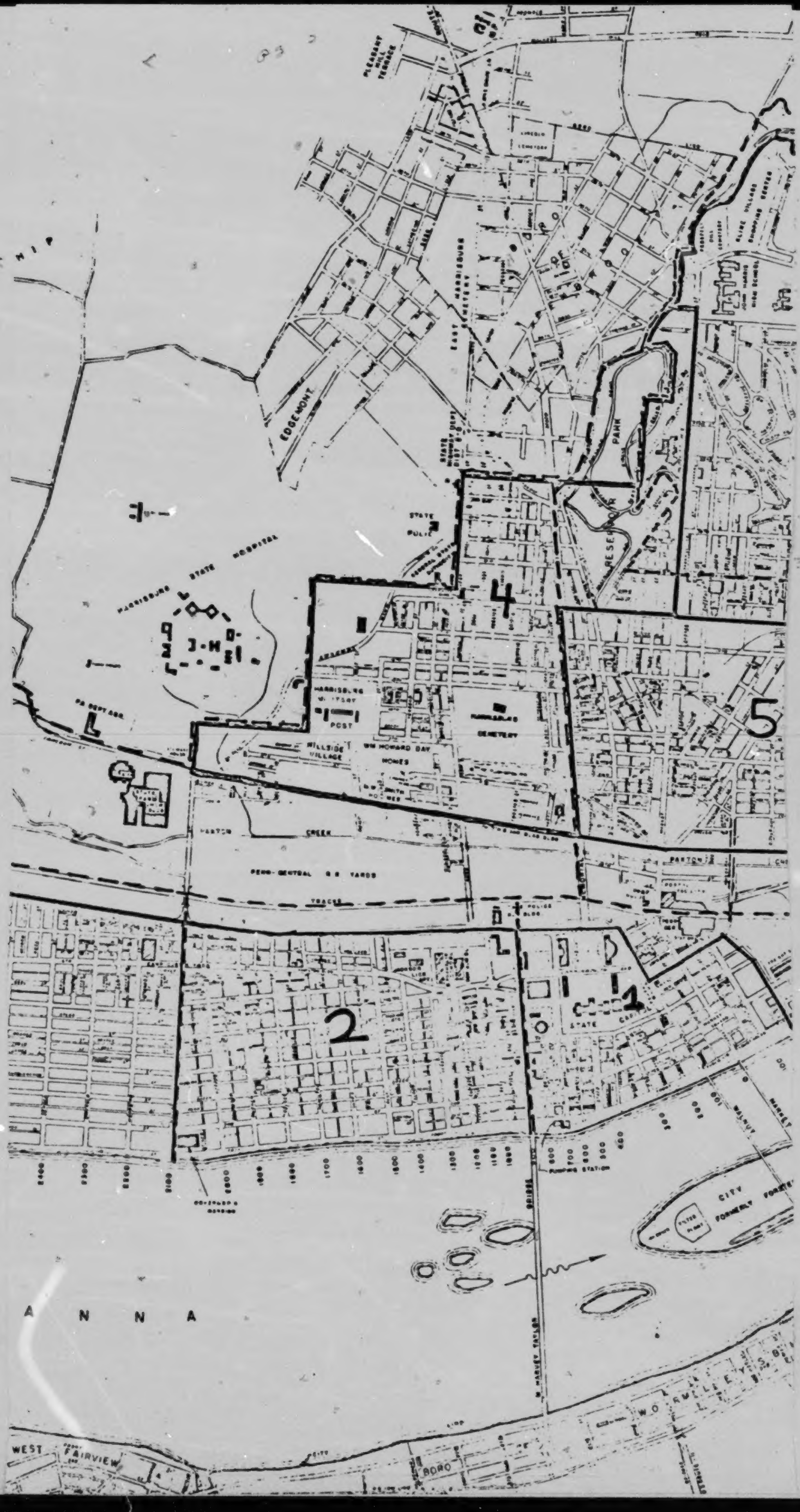
Section VI examines the respondents' attitudes toward the objectives being pursued by the City under a variety of programs and the relative degrees of importance which citizens attach to these objectives. It is also intended to compare the importance they place on City services as opposed to services provided by other jurisdictions. Furthermore, Section VI reports findings regarding citizens' attitudes about the need to increase expenditures in specific program areas, the possibility of decreasing expenditures in specific program areas, and the desirability of a City tax increase. The final section draws some overall conclusions from the survey regarding citizens' assessments of the City government's performance and needs for improvement.

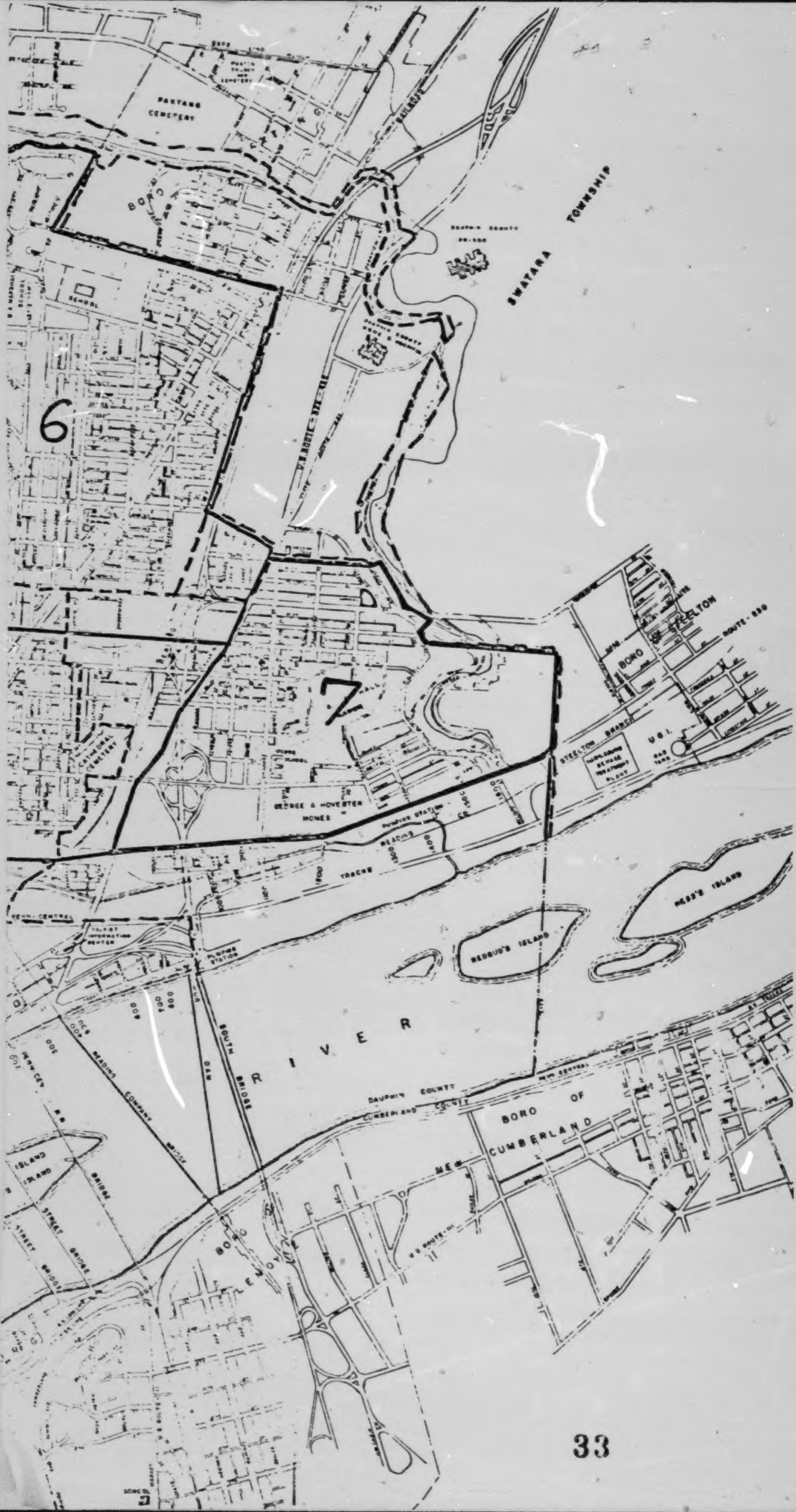
As mentioned above, much of this analysis is reported on the basis of a breakdown of the City into geographic districts. The seven districts were constructed by aggregating census tracts in a way which approximates the seven police districts quite closely. There is considerable variation among these districts in terms of socio-economic characteristics, but there is also strong variation within some of them. A more detailed breakdown into smaller districts was not employed because of the desire to maintain a large number of cases in each district, especially in those with high crime rates. Census Tract 10 is not included in any of these seven districts due to the fact that it is a sprawling geographic area with few residential units. Map 1 shows the boundaries of these seven districts and the seven police districts.

MAP 1

BOUNDARIES OF POLICE DISTRICTS
AND ANALYSIS DISTRICTS




83
HIP
PLEASANT VIEW TERRACE
LINCOLN CEMETERY
EAST HARRISBURG CEMETERY
EDGEMONT
PARK
RESERVOIR
STATE POLICE
HARRISBURG STATE HOSPITAL
PA DEPT AGR
HARRISBURG MILITARY POST
HILLSIDE VILLAGE
WM HOWARD DAY HOMES
HARRISBURG CEMETERY
PAXTON CREEK
PENN-CENTRAL R R YARDS
TRACKS
PAXTON ST
POLICE BLDG
STATE CAPITOL
PUMPING STATION
CITY
FORMERLY FOREST
ANNA
M HARVEY TAYLOR
WORMLEYSBURG
WEST
FAIRVIEW
BORO
4
5
2
1


PAXTANG CEMETERY
BORO
SCHOOL
SWATARA TOWNSHIP
6
7
BORO OF STEELTON
STEELTON BRANCH
U.S.I.
GEORGE A. HOVERTER HOMES
PUMPING STATION
READING
TRACKS
PENN CENTRAL
TOURIST INFORMATION CENTER
PUMPING STATION
ISLAND
RIVER
SOUTH BRIDGE
READING COMPANY BRIDGE
STREET BRIDGE
DAUPHIN COUNTY
CUMBERLAND COUNTY
BORO OF NEW CUMBERLAND
BORO LEMOYNE

II. NEIGHBORHOOD PERCEPTIONS

II. NEIGHBORHOOD PERCEPTIONS

The interviews included a number of items relating to physical and social conditions, along with selected public services, in the respondents' neighborhoods. Taken together, the responses to these items provide a composite picture of the way in which residents perceive their neighborhoods as a place to live, a measure of the degree to which they are satisfied with neighborhood conditions and services, and an indication of the kinds of improvements they feel are necessary in their neighborhoods. In completing this portion of the interview, the respondents were instructed to consider their responses in terms of whatever area they usually thought of as constituting their neighborhood, without any attempt to impose a uniform definition of neighborhood on all the interviewees. For a great majority of the respondents, the findings reported below correspond to the immediate environs of the individual's household; 30 percent indicated that to them the neighborhood extended only to the adjacent block, and 53 percent said that they thought of their neighborhood as being an area of a few blocks around their home.

A. Neighborhood Conditions and Services

As might be expected in a city the size of Harrisburg, there is considerable variation in the perceptions that residents have of their neighborhoods; and very few items elicited the same kind of response from a large number of those interviewed. Rather than coalescing in large majorities, the respondents were more evenly split on many items. This variation is somewhat reduced with the seven districts but is very noticeable nevertheless; the districts are fairly large areas and are made up of differing kinds of neighborhoods and/or residents with differing levels of expectations. However, there are clear differences among the districts in terms of the way their residents view their neighborhoods.

More importantly, the survey shows that disconcertingly high proportions of Harrisburg residents are relatively dissatisfied with contions in their immediate neighborhoods. Even regarding those aspects toward which a majority of the respondents indicated a positive attitude, in most cases a substantial proportion were in disagreement and indicated negative attitudes. The overall impression to be gained from this portion of the survey is that, taken as a whole, the City's residents see much room for improvements to make their neighborhoods better places in which to live.

Most of the neighborhood perception part of the survey was presented in the form of statements about the interviewee's neighborhood to which he was asked to respond as strongly agreeing, agreeing, feeling neutral, disagreeing, or strongly disagreeing. The responses to those items for the complete sample are shown in Table 2. Some of these statements are phrased in positive terms, while others are worded negatively; a response of agreement would reflect a positive attitude for the former while one of disagreement would represent a positive attitude for the latter.

Quite a few of the statements relate to housing conditions and property in general. A bare majority of 51 percent of all the respondents thought that the housing in their neighborhood is in good

Table 2

PERCENTAGES OF RESPONDENTS AGREEING AND DISAGREEING WITH NEIGHBORHOOD STATEMENTS

	Strongly Agree	Agree	Feel Neutral	Disagree	Strongly Disagree	Don't Know or No Response
Properties in this neighborhood are well maintained	6.7%	45.8%	12.6%	24.5%	9.7%	1.2%
This neighborhood is served with good recreational facilities	3.3	20.3	10.0	39.1	20.8	7.3
A person is safe from crime in this neighborhood	1.9	21.1	11.5	34.8	29.7	2.5
Parking is a problem in this neighborhood	18.2	33.1	12.2	31.7	3.4	2.8
The trash collection in this neighborhood is poor	5.2	11.4	11.7	57.6	12.4	2.4
The neighborhood is deteriorating fast	14.8	29.8	12.4	36.4	4.3	4.1
The people in this neighborhood get along well together	8.6	59.1	15.3	10.8	2.6	4.7
This neighborhood is a good place to bring up children	3.3	30.6	15.3	29.4	16.7	5.7
The streets and sidewalks in this neighborhood are in good condition	1.9	50.6	12.9	25.1	9.3	1.1
The public transportation in this neighborhood is poor	5.2	19.0	13.1	46.2	9.8	7.3
The police provide good service in this neighborhood	4.1	48.2	13.8	15.3	12.4	7.0
The housing in this neighborhood is in good condition	3.3	47.3	12.4	26.8	7.6	3.1
Abandoned houses and other empty buildings are a problem in this neighborhood	12.1	19.0	7.6	48.6	10.5	2.8
Traffic circulates well in this neighborhood	5.3	67.5	8.4	12.5	4.1	4.0
Residents in this neighborhood are not treated well by police	.7	6.2	16.0	52.6	12.9	12.5
The schools in this neighborhood are good	2.5	32.8	19.3	14.8	6.9	27.0
Police do a good job of solving crimes in this neighborhood	2.6	30.0	21.6	16.1	9.4	21.5

condition, while 34 percent disagreed with this statement; and 52 percent felt that properties in their neighborhood are well maintained, with 34 percent disagreeing. Almost half the sample, 44 percent, agreed with the statement that their neighborhood is deteriorating fast, a reference to the general physical condition of the neighborhood. While roughly one third of those interviewed felt that housing and properties in their neighborhoods are not in good condition at present, an additional 10 percent evidently felt that their neighborhoods are in a state of deterioration even though the condition of housing and properties is good now. About 31 percent felt that abandoned houses and other buildings constitute a problem in their neighborhood. In addition to these items, those interviewees who indicated that they are renting houses or apartments were asked to rate their condition. Forty-five percent rated the premises as good or outstanding, 42 percent as fair, and 11 percent as poor.

Regarding crime and the police, only 23 percent felt that a person is safe from crime in their neighborhood, and only 33 percent felt that the police do a good job of solving crimes that are committed in their neighborhood. It should be noted that a very high proportion of the respondents (43 percent) either responded "feel neutral" or did not respond at all to this latter question. However, 52 percent agreed that the police provide good service to their neighborhood in general, an indication that perhaps the residents do not expect the police to be able to solve all crimes or that other police functions besides solving crimes are important. Encouragingly, while many of those surveyed indicated that the performance of the police leaves something to be desired, far fewer questioned the treatment of citizens by the police; only 7 percent agreed with the statement that residents in their neighborhood are not treated well by the police. Residents' attitudes toward the police will be examined in greater detail in a later section of this report.

A few of the items relate in general to the area of transportation. When presented with the statement that the streets and sidewalks in their neighborhood are in good condition, 52 percent of the respondents agreed, while 34 percent disagreed. On the other hand, 73 percent said that traffic circulates well in their neighborhood, an indication that there is greater concern with the condition of the streets than with the adequacy of the layout or use of the street network. Contrary to this, 51 percent agreed that parking is a problem in their neighborhood, which in many areas would relate to the prohibition of on-street parking as well as the lack of off-street parking space. The level of satisfaction with public transportation in the City is relatively high. Only 24 percent agreed with the statement that the public transportation service provided to their neighborhood is poor; while 56 percent disagreed, and 13 percent were neutral.

On the other hand, satisfaction with neighborhood recreational facilities is very low. Only 24 percent of all the respondents felt that their neighborhoods are served with good recreational facilities, while fully 60 percent disagreed with this statement. Satisfaction with neighborhood schools is also quite low. About 35 percent of the respondents felt that the schools in their neighborhood are good;

while 22 percent disagreed, with 19 percent feeling neutral. Residents are more satisfied with the trash collection in their neighborhoods; only 17 percent felt that the trash collection in their neighborhood is poor. A large majority of the respondents seem to feel that the social ambience in their neighborhoods is satisfactory. When presented with the statement that the people in the neighborhood get along well together, 68 percent agreed, 13 percent disagreed, and 15 percent remained neutral.

One discouraging finding is that only a minority of Harrisburg residents felt that their neighborhood is a good place in which to bring up children. When presented with a statement to that effect, only 34 percent agreed, while 46 percent disagreed. This may well reflect a general view of the neighborhood as a living environment concerning physical conditions, social conditions such as crime rate, and such public services as parks and recreation as well as the schools. This negative view is also reflected by another general indicator of neighborhood satisfaction - the desire to leave the neighborhood. When asked whether they would prefer to stay in their present neighborhood or move to another part of the City if they had a choice, 41 percent said they would move. While a majority, 56 percent, said that they would stay, the high proportion who said that they would prefer to leave their present neighborhood is a strong indication of dissatisfaction with conditions in many parts of the city.

B. Associations Between Perceptions of Neighborhood Conditions and Respondent or Household Characteristics

Several respondent and household attributes might be expected to influence a resident's perception of neighborhood conditions and services. Eight of the most likely characteristics (sex, race, age, education, occupation, income, housing structure, and housing tenure) were considered, and a number of marked associations were found.

Among the selected socio-economic variables, race and income exhibit the most frequent association with varying perceptions of neighborhood conditions and services. The proportion of nonwhites in the sample who expressed dissatisfaction with the housing conditions and physical maintenance in their neighborhoods is consistently larger than the proportion of whites. For each statement concerning housing, the differential is at least 20 percent. These four statements concern housing quality, neighborhood deterioration, property maintenance, and abandoned houses. A smaller percentage of nonwhites also agreed that the streets and sidewalks in their neighborhoods are well maintained - 53.2 percent of the nonwhites as opposed to 64.2 percent of the whites. Concerning City services to the neighborhood, the nonwhites again expressed greater relative dissatisfaction. While 73.9 percent of the sampled whites disagreed that the public transit in their neighborhood is poor, only 61.7 percent of the nonwhites did so. In addition, while 87.4 percent of the whites disagreed that trash collection in their neighborhood is poor, only 68 percent of the nonwhites disagreed. Finally, 31.4 percent of the whites in the sample thought their neighborhood is served with good recreational facilities, and only 22.7 percent of the nonwhites could agree.

Income also proves to be a significant variable concerning varying perceptions of housing conditions and neighborhood services. With the sample divided into five income categories, substantial associations are found between income and the response to many of the neighborhood perception items. While the data reflect a strong trend of neighborhood satisfaction increasing with income, one curious irregularity in the nature of these associations was encountered, as illustrated in Table 3.

While it is obvious that there is a decided difference between the proportions of positive perceptions in the lower and higher income groups, it is interesting to note that the trend is not completely consistent. In a number of cases, the proportion of positive responses in one of the middle-income categories dips below what might be expected, given the proportions for the two adjacent income categories. An example of this concerns the statement "Properties in this neighborhood are well maintained," when only 45.7 percent of those respondents with incomes from $5,000 to $10,000 agreed, compared to 55.6 percent of those with incomes under $5,000. The remaining income categories, however, showed increasingly large proportions of agreement or satisfaction.

Income proves to be a notable factor in relation to two additional neighborhood statements. While only 21.1 percent of those respondents with incomes under $5,000 agreed that their neighborhood is served with good recreational facilities, 78.6 percent of those

Table 3

PERCENTAGES OF RESPONDENTS AGREEING OR DISAGREEING WITH NEIGHBORHOOD STATEMENTS, BY INCOME

Yearly Income	Agree That Properties are Maintained	Agree That Housing is Good	Disagree That Neighborhood is Deteriorating	Disagree That Abandoned Houses are a Problem	Agree That Streets and Sidewalks are Good	Disagree That Parking is a Problem
Less Than $5,000	55.6%	53.1%	35.5%	59.1%	62.9%	34.5%
$5,000-10,000	45.7	46.6	34.6	61.8	50.0	35.9
$10,000-15,000	66.3	60.0	58.8	61.8	65.5	41.0
$15,000-25,000	67.9	67.2	54.2	75.0	61.4	32.3
$25,000 or More	88.9	94.1	86.7	93.8	86.7	72.2

with incomes of $25,000 or more agreed. This trend of satisfaction increasing with income is evident for every income category with the exception of those earning $5,000 to $10,000, where only 16.2 percent agreed that the recreational facilities are good. Finally, while only 27.3 percent of those earning under $5,000 agreed that their neighborhood is a good place in which to raise children, a larger proportion agreed in each of the higher income categories, so that 68.8 percent of those earning $25,000 or more agreed.

Associations between respondent characteristics and neighborhood perceptions are not as evident concerning the remaining socioeconomic variables; however, a few interesting differences should be noted. Whereas 19.1 percent of those 18 to 24 years old, 23.2 percent of those 25 to 54 years old, and 43.5 percent of those 55 to 64 years old agreed that their neighborhood is served with good recreational facilities, only 38.1 percent of those 65 years old or over agreed. Apparently the role or importance of recreation changes for those 65 or over. The association between education and respondents' perception of the quality of the neighborhood schools is also interesting; 64.8 percent of those with some or no high school education and 68.5 percent of those who were high school graduates agreed that the schools in their neighborhood are good. However, this positive opinion is noticeably lower among those with some college education, where the proportion agreeing with the statement dropped to only 44 percent.

The final household characteristic with considerable association with neighborhood perceptions is that of housing tenure. The differences in perceptions between those who own or rent their property is particularly evident in the statements concerning housing, with those owning or buying consistently more favorable toward the conditions in their neighborhoods. Sixty-five percent of those who own their property agreed that the properties in their neighborhood are well maintained, as opposed to 53.8 percent of those who rent; and 64.7 percent of the owners and only 51.1 percent of the renters agreed that the housing in their neighborhood is in good condition. Also, 68.3 percent of the owners and 60.4 percent of the renters disagreed with the statement that abandoned housing is a problem in their neighborhood.

These differences are also evident in perceptions about neighborhood recreation facilities, where 31.8 percent of those who own their property and only 24.2 of those who rent agreed that their neighborhood is served with good facilities. Finally, whereas 87 percent of those who own their property felt that people get along well in their neighborhood and 54 percent felt that the neighborhood is a good place to raise children, only 77.8 percent of those who rent felt people get along well and only 26.8 percent of those who rent thought their neighborhood was a good place in which to raise children.

C. District Profiles

Before comparing these neighborhood perceptions among the seven districts, it should be useful to describe and differentiate among the districts in terms of general socio-economic characteristics. Table A-1 in Appendix A shows selected characteristics of the sample population surveyed in each district as well as the sample as a whole, providing a kind of profile of each district which might be useful in interpreting some of the attitudinal findings discussed throughout the report. While the districts are necessarily large and obviously consist of diversified subpopulations and neighborhoods, clear differences in the character of these districts emerge from the summary statistics presented in the table.

District 1

Thirty-three persons were interviewed in District 1, which includes the downtown Market Street area along with the area of mixed residential and commercial usage to the west of the State Capitol complex. A high percentage of the respondents, 67 percent, are women; and only 7 percent are nonwhite. The District 1 subsample consists of a high percentage of households whose head is retired, 29 percent, and is characterized by relatively small households with few children. Fully 85 percent of these respondents rent their homes; and many more of these live in larger, multiple-unit apartment buildings than do people in other parts of the City. There are very few single-family homes in District 1. District 1 also appears to be more transient than others, with the respondents having lived in their present neighborhoods for an average of ten years as compared with the city-wide average of 12.5 years.

A relatively high percentage of District 1 respondents, 28 percent, have completed some college education. The average number of workers per household, .7, is quite low compared to the city-wide average of 1.0. Of those household heads who are presently employed or looking for work, relatively high proportions are employed in the professional, technical, managerial, sales, and clerical categories. While the educational and occupational structures of the district are favorable, a high proportion of the households, 42 percent, have an annual income of less than $5,000, due largely to the high number of retired persons. Automobile ownership on the average is also quite low.

District 2

Eighty-two persons were interviewed in District 2, which consists of three census tracts on the near north side of the City, adjacent to the State Capitol complex and District 1. A relatively high percentage of these respondents are nonwhite; while their median age, 32 years, is quite low. A high percentage of these respondents are single, but the average household size of the District 2 subsample is relatively high at three persons per household. A greater proportion of these respondents also live in larger, multiple-unit apartment buildings than in other parts of the City; and 51 percent live in rental properties. The average number of years that they have lived in their present neighborhood is 12.6, almost exactly that for the City as a whole. The households that were sampled in District 2 have a low average number of workers; and a high percentage of household heads in the active labor force, 11 percent, are unemployed. Of those household heads who are employed, relatively high percentages work as craftsmen, foremen, operators, service workers, laborers, and private household workers. Of all these households, 25 percent have annual incomes of less than $5,000.

District 3

District 3 is comprised of three census tracts to the north of District 2; and in some respects, the summary statistics for the 86 of its residents who were interviewed resemble those for the city-wide sample as a whole. About 29 percent of this subsample are non-whites; and their median age is 42.5 years, very close to the city-wide average. However, more of the respondents live in single-family homes; and a very high percentage, 73 percent, live in owner-occupied homes. On the average, the respondents in District 3 have lived in their present neighborhoods for 12.2 years, again very close to the city-wide average, as is the percentage of household heads who are retired, 20 percent. A high proportion of those sampled in District 3 have some college education, 33 percent; and this is reflected in the relatively high household incomes. Twenty-eight percent of the households have annual incomes greater than $15,000. A fairly low percentage of the active labor force, 6 percent, are unemployed at present; while a high percentage, 29 percent, are employed in professional, technical, and managerial capacities.

It should be pointed out that within District 3 there is a marked lack of uniformity in terms of these characteristics, as it is a combination of census tracts which are unlike to a great extent but which have been grouped due to geographic proximity. Tracts 7 and 8, for example, are characterized by a low percentage of single-family dwellings, 16 percent; a relatively high proportion of nonwhites, 31 percent; a high percentage of renter-occupied homes, 37 percent; and 26 percent of their households with incomes of more than $15,000 per year. In Tract 9, however, 35 percent of the respondents live in single-family dwellings, 23 percent are nonwhite, only 12 percent live in rental housing, and 35 percent are members of households whose annual income exceeds $15,000.

District 4

District 4 is made up of two census tracts on the northeastern side of the City, with females comprising 47 percent, and nonwhites 61 percent, of the 36 persons interviewed. The median age of these respondents, 48 years, is high compared to the City average; and a higher-than-average proportion are married persons. This subsample is more stable in terms of residence than those in other districts, having lived in their present neighborhood for an average of 15.8 years. The individuals interviewed primarily reside in duplexes, triplexes, and row houses; but the district also appears to have a higher proportion of single-family homes than is the case city-wide. In addition, the District 4 subsample is characterized by a relatively high degree of home ownership. A high proportion of the active labor force, 34 percent, work in professional, technical, and managerial occupations; and the income level of these households is higher than the City's average. Sixty-six percent have an annual income ranging between $5,000 and $15,000. Curiously, however, a relatively high proportion of the active labor force, 11 percent, are currently unemployed.

District 5

District 5 is a central portion of Harrisburg to the east of the central business district including Allison Hill and is bounded by Cameron Street on the west, State Street on the north, 18th Street on the east, and Paxton Street on the south. Of the 74 persons interviewed in the District, 71 percent are females, 41 percent are nonwhites, and 7 percent are housewives. The average household size is 3.1 persons, the largest among the seven districts. These respondents have lived for an average of 13.8 years in their present neighborhoods, and 58 percent live in owner-occupied dwelling units. The great majority of these dwelling units, 83 percent, are duplexes, triplexes, and row houses. The education level of District 5 is low in comparison with the other districts, with 14 percent of the respondents not having any high school education. Among the household heads in the active labor force, unemployment is fairly high at almost 10 percent; while disproportionately high numbers of those household heads who do work are in the sales, clerical, craftsmen, foremen, operator, service work, laborer, and private household worker occupational classifications. Annual household income in District 5 is near the City's average, with 66 percent of the respondents indicating that their household income is between $5,000 and $15,000 a year.

District 6

District 6 is on the far eastern edge of the City and includes the Bellevue neighborhood. Only 9 percent of its 80 respondents are nonwhites, while the average age is relatively high at 46 years. More of the respondents live in both single-family homes and duplexes, triplexes, and row houses than in other parts of the City; and the home ownership rate of 74 percent is extremely high. The educational level of this subsample is relatively high with only 1.3 percent indicating no high school education and 25 percent indicating that they have some college education. Among the active labor force, there is a very low level of unemployment, 1.6 percent; while a disproportionately high number of those household heads who are employed work in professional, technical, or managerial occupations. District 6 respondents have a high level of income, with 31 percent reporting annual household incomes exceeding $15,000. In addition, automobile ownership is higher in this district than in any other, with an average of 1.5 cards per household.

District 7

Of the 25 survey respondents in District 7, 72 percent are women; and 17 percent indicated that the head of the household is a housewife. District 7 consists of Census Tract 14 on the southern end of the City. The proportion of nonwhites is 62 percent, and the average household size is relatively large. District 7 is characterized by high proportions of small multiple-dwelling units and rental housing, 68 and 76 percent respectively, and is the most highly transient of all the districts; the average length of time these respondents have lived in their present neighborhoods is 7.4 years. The median age of this subsample is only 35; and 4 percent of the respondents indicated that the head of the household is a student, a higher proportion than in any other district. District 7 appears to be one of the least affluent in the City; of the household heads who are part of the active labor force, almost

36 percent are unemployed, while 38 percent of the households interviewed reported annual incomes below $5,000. The average number of automobiles per household is .7, the same as that of District 1; but District 1 has a much higher percentage of retired persons.

D. Neighborhood Perceptions Within Districts

As the seven districts differ from each other in terms of physical, social, and economic characteristics, their residents might be expected to differ in the ways in which they perceive conditions in their neighborhoods. This is borne out by a comparison of the responses to the interview items regarding neighborhoods as shown in Table 4. For each district the table shows the percentage of respondents who indicated a favorable attitude toward their neighborhood in terms of the attributes referred to by the statements. For those items which were worded in a positive sense, this would be the percentage who responded "agree" or "strongly agree"; and for those negatively worded items, it represents the proportion who responded "disagree" or "strongly disagree."

The table shows, first of all, that in terms of housing characteristics the distribution of responses of those interviewed in Districts 2, 5, and 6 differ markedly from those of the other districts. Much smaller percentages of the respondents in Districts 2 and 5 agreed with the statements that the housing in their neighborhoods is in good condition and that properties in their neighborhoods are well maintained, while very large proportions of District 6 respondents did agree with these statements. On the other hand, many more of the respondents in District 6 disagreed with the statement that their neighborhood is deteriorating fast, while only small percentages of the respondents in the

Table 4

PERCENTAGES OF RESPONDENTS INDICATING FAVORABLE ATTITUDES TOWARD THEIR NEIGHBORHOOD, BY DISTRICT

	District						
Statement	1	2	3	4	5	6	7
Properties in this neighborhood are well maintained	53.1%	30.5%	57.0%	63.9%	32.5%	81.1%	52.0%
This neighborhood is served with good recreational facilities	28.1	17.3	27.1	27.8	13.7	31.2	32.0
A person is safe from crime in this neighborhood	19.4	16.1	21.2	25.8	20.6	35.0	16.0
Parking is a problem in this neighborhood	18.7	37.0	41.6	25.7	19.2	48.7	48.0
The trash collection in this neighborhood is poor	65.7	70.4	62.8	69.4	63.0	83.7	80.0
The neighborhood is deteriorating fast	53.1	25.6	43.1	52.8	10.8	69.6	45.9
The people in this neighborhood get along well together	62.5	67.1	68.3	67.6	63.6	77.5	48.0
This neighborhood is a good place to bring up children	9.4	23.2	25.6	60.0	26.1	61.5	32.0
The streets and sidewalks in this neighborhood are in good condition	53.1	46.9	51.2	60.0	46.6	60.0	56.0
The public transportation in this neighborhood is poor	40.6	51.2	67.0	40.0	59.5	58.7	60.0
The housing in this neighborhood is in good condition	50.0	25.6	62.8	58.4	31.5	73.8	56.0
Abandoned houses and other empty buildings are a problem in this neighborhood	56.2	24.7	68.2	58.4	46.0	90.0	80.0
Traffic circulates well in this neighborhood	53.1	64.2	81.2	82.9	68.6	77.5	84.0
The schools in this neighborhood are good	21.9	23.7	27.4	54.4	38.3	44.3	66.7
Police do a good job of solving crimes in this neighborhood	25.8	28.0	32.9	19.4	41.1	30.8	48.0

other two districts did so. Only about 25 percent of the respondents in District 2 disagreed with the statement that abandoned houses are a big problem in their neighborhood, while very large proportions of the respondents in Districts 6 and 7 disagreed with this statement. It should be noted that District 2 is in fact the area in which the greatest number of recent housing abandonments have occurred. Concern over housing conditions, then, is most prevalent among respondents in Districts 2 and 5, while it is of least concern to residents of District 6. This is not surprising in that Districts 2 and 5 are much less affluent than District 6 and contain many more older dwelling units in apartment buildings and small multiple-dwelling structures. Home ownership is also much greater in District 6.

Regarding the condition of neighborhood streets and sidewalks, relatively small proportions of the respondents in Districts 2 and 5 again expressed favorable attitudes, while higher percentages in Districts 4 and 6 did so. Few of the respondents from District 5 disagreed with the statement that parking is a problem in their neighborhoods; and this was also the case with District 1, where there may be less on-street parking allowed and fewer off-street parking spaces available than in other districts, although District 1 is characterized by a low automobile ownership rate. Parking is a problem which is of least concern to respondents in Districts 6 and 7. Only a small percentage of respondents in District 1, as compared with those in other districts, were in agreement that traffic circulates well in their neighborhoods, an attitude that may be influenced by the fact that much nonlocal traffic moves through the downtown area. Very high proportions of the respondents in Districts 3, 4, and 7 agreed with this statement, indicating that traffic is not considered to be a problem in those areas. District 1 respondents reacted in a similar fashion to the statement that the public transportation service provided to their neighborhood is poor; only about 40 percent disagreed with this statement, perhaps because with a relatively high proportion of retired persons and a low rate of automobile ownership residents of this area depend on public transportation more than those of other districts. The same low proportion of respondents in District 4 disagreed with this statement, too; and this area has a large number of elderly among its residents. Residents of District 3 appear to be the least concerned that public transportation service is poor.

The respondents from District 5 appear to be the least satisfied with neighborhood recreational facilities, as only about 14 percent agreed that their neighborhoods are served well in this regard. While this item did not generate a very positive response in any district, respondents in Districts 6 and 7 expressed more favorable attitudes than those in other areas. On the other hand, while the overall level of satisfaction with trash collection is higher than with other services, it is relatively less so in Districts 3 and 5 and relatively higher in Districts 6 and 7. Satisfaction with neighborhood schools, low in general, is especially low in Districts 1, 2, and 3 and relatively high in District 7. This is interesting as District 7 is highly transient, with a high number of school-age children per household. To the contrary, District 7 exhibited the least enthusiasm for its neighborhood social relationships; only 48 percent agreed that people in the neighborhood get along well together. At the other extreme, almost 76 percent of the respondents in District 6 agreed with this statement.

A very small proportion of the respondents in District 1 thought that their neighborhood was a good place in which to bring up children, and in fact the average number of children per household in that district is very small. Respondents in Districts 2, 3, and 5 were also less enthusiastic than others about the worth of their neighborhoods as a place in which to bring up children, while those from Districts 4 and 6 gave much stronger endorsements of their neighborhoods along these lines. When asked whether they would prefer to stay in their neighborhood or move if they had a choice, fairly high majorities of the respondents in Districts 1 and 6 indicated that they would prefer to stay, 69 and 74 percent respectively, while much slimmer majorities indicated that they would stay in Districts 3 and 4. About 58 percent of the respondents in District 7 said that they would prefer to move, suggesting a continuation of the high degree of transiency in that district, while almost half the respondents in Districts 2 and 5 said that they would prefer to move.

E. Needs for Service Improvements

Before being presented with all the specific items discussed above, the survey respondents were asked the following open-ended question: "What public services, if any, do you think should be improved in this neighborhood?" Their responses to this question are shown in Table 5 on the following page, both for the sample as a whole and for the districts separately. The table shows the percentage of respondents who mentioned specific services which fit into the categories listed. These percentages do not add up to 100 percent because while some respondents mentioned more than one service some did not mention any that needed improving.

Table 5

PERCENTAGES OF RESPONDENTS CITING SERVICES NEEDING IMPROVEMENT IN THEIR NEIGHBORHOOD, BY DISTRICT

	District							
Service	1	2	3	4	5	6	7	Total
Police Services	30.3%	25.6%	24.4%	27.8%	21.6%	11.2%	36.0%	23.0%
Public Safety	15.1	17.0	9.3	13.9	17.6	8.7	24.0	13.6
Streets	12.1	9.7	16.3	16.7	13.6	9.9	8.0	13.0
Recreation	15.2	8.5	8.1	8.3	16.3	12.5	4.0	10.7
Housing	--	19.5	12.8	19.5	9.5	2.5	4.0	10.4
Refuse Collection	3.0	12.2	7.0	2.8	13.5	2.5	12.0	8.0
Public Transit	6.1	2.4	3.5	2.8	1.4	1.2	12.0	3.3
Education	3.0	--	2.4	2.8	5.5	3.7	--	2.6
Sewer and Water	--	1.2	3.5	8.4	1.4	3.6	--	2.6
Other	15.2	3.7	5.9	2.8	4.1	5.0	16.0	6.1
None*	21.2	20.7	22.1	16.7	13.5	40.0	12.0	22.5
(N)	(33)	(82)	(86)	(36)	(74)	(80)	(25)	(416)

*Percentages do not add to 100 percent because some respondents did not answer the question.

In general, the percentages of respondents citing the need to improve some neighborhood service are smaller than those expressing negative attitudes toward their neighborhoods in terms of corresponding specific attributes. In part, this might be due to a distinction between existing conditions and the need for improvements, representing a tendency for people not to feel a need for improvement, at least with any urgency, in conditions which they perceive to be unsatisfactory but of no immediate concern to themselves. In part, this discrepancy may be an indication that to some extent people are willing to accept less than satisfactory conditions or that their expectations are low in terms of what they think can realistically be accomplished. Probably a more important explanation lies in the nature of the type of questioning used in the survey. The open-ended question on the need for service improvements was asked early in the interview before the respondents had warmed up to the subject and without any prior suggestion of what some possible responses might be; therefore, the tendency of most respondents would be to mention only those service areas which they are truly concerned with or for which they think improvement is most urgently needed.

More important than the magnitudes of these percentages is the relative frequency with which different service areas were mentioned, and Table 5 ranks the services as to that frequency. Clearly, the services which people are most concerned about having improved in their neighborhoods lie within the area of police services and public safety. More than one fifth of the respondents mentioned the need to improve some aspect of these services. More specifically, 23 percent felt that police services to the neighborhood required upgrading, particularly police patrol efforts on foot as well as in cars, while about 13 percent mentioned the need to improve general public order and public safety, citing such things as juvenile delinquency, general discipline of children in the neighborhood, better control over traffic and parking, controlling stray dogs and rodents, better fire protection, and increased street lighting.

Following public safety, street conditions were mentioned most frequently, with respondents concerned about street repair and maintenance in their neighborhoods, snow removal, and keeping alleys and sidewalks in the neighborhood clean and well maintained. Of the next order of magnitude of concern to the survey respondents were the areas of recreation, housing, and refuse collection. Almost 11 percent mentioned the need for more parks and playgrounds in their neighborhoods, along with increased recreational activities for both children and adults. About 10 percent cited the need to improve housing conditions in their neighborhoods through better enforcement of the housing code, tearing down abandoned or unsafe housing, fixing up existing housing stock, and improving zoning practices. About 8 percent cited the need to improve trash and garbage collection, while much smaller percentages of the respondents mentioned the need to improve the public transit service, the sewer and water systems, and, surprisingly, neighborhood schools.

Differences in the relative importance placed on the need for improvement in the various service areas emerge when the responses to this question are examined for each district separately. In District 1 people were concerned most with improving police services and other aspects of public safety, and relatively high percentages also indicated a need to improve recreational opportunities and the condition of neighborhood streets. In District 2, in addition to police services and public safety, people were concerned most with improving housing conditions and refuse removal. In District 3 respondents were concerned most with improving police services and then with improving the condition of neighborhood streets and housing. In District 4, after police services, the areas of housing and street conditions were also mentioned most frequently. In District 5 police services and public safety were again cited most often, with respondents showing the next greatest concern for improving recreational opportunities and then with improving refuse collection and street conditions. Respondents in District 6, which is a low-crime-rate area, showed less concern with improving police service than those in other districts and in fact showed less concern with improving neighborhood services of any kind. Recreation was mentioned most frequently, but 50 percent of the respondents did not mention any service area as compared with 20 percent or fewer in all the other districts. In District 7 more people mentioned the need to improve police services and other aspects of public safety than in any other district, while the services that residents cited next most frequently were public transportation and refuse removal.

F. Summary

In summary, the results of the neighborhood perception part of the survey provide feedback to City officials as to how residents in the City view the provision of various public services at present and indications as to the service areas that are of greatest concern to residents of different parts of the City. Clearly, police services and public safety in general are the chief concern in almost all areas of the City. In general, the greatest range of concerns was found in Districts 2 and

5, where people are largely dissatisfied with housing conditions, neighborhood streets and parking conditions, recreational facilities, and refuse collection. In both these districts, substantial portions of the respondents indicated that if given the opportunity they would move out of their present neighborhood.

In District 1 a generally low level of satisfaction with neighborhood conditions was found, but the dissatisfactions and perceived need for improvements are largely focused on traffic and parking conditions, public transportation, recreation, and to some extent the schools. In Districts 3 and 4, a more positive attitude was encountered. In addition to police services and public safety, people are concerned about improving both housing and street conditions; but majorities of the respondents in both districts said that they would prefer to stay in their present neighborhoods.

Respondents in District 6 are satisfied with neighborhood conditions and public services and have the most positive attitudes about their neighborhoods. They did not express as much concern about improving public services as did those in other districts, and almost three-quarters indicated that they would prefer to remain in their neighborhoods. Respondents in District 7 did not indicate a very high level of overall satisfaction with conditions in their neighborhoods at all, but their dissatisfactions do not seem to focus on particular conditions or public services beyond public transportation and refuse collection. Yet, a clear majority indicated that their neighborhoods were not good areas for bringing up children and that they would prefer to move to other parts of the City.

III. CITIZEN COMPLAINTS ABOUT HARRISBURG CITY SERVICES

III. CITIZEN COMPLAINTS ABOUT HARRISBURG CITY SERVICES

A. Introduction

During the course of the interview, respondents were asked if at any time in the previous 15 months they had thought about complaining to a City official concerning any City service or problem. The purpose was to determine the frequency and nature of complaints and to examine citizens' attitudes about the City's responses to the complaints it receives. Accordingly, those citizens with complaints were asked to elaborate with regard to whether the complaint was actually made, what City official or office the complaint was directed to, what the response was to the complaint, and whether they were satisfied by the City's response.

Of the 423 individuals interviewed, 201, or 47.5 percent, said they had thought about complaining at least once in the previous 15 months. Of these, 169, or 40.0 percent of the total sample, had only one complaint in mind and only 32, or 7.5 percent, had two complaints. The characteristics of these 201 people are remarkably similar to the characteristics of the sample as a whole with regard to sex, age, education, income, and occupation. The only noticeable difference is in racial composition, for this group is 60.8 percent white and 39.2 percent nonwhite, as opposed to the entire sample which is 66.2 percent white and 33.8 percent nonwhite. Analysis was also done to determine how these people were distributed among the seven districts. The purpose was to see whether people with complaints tended to be clustered in one section of the City or another. The following table shows this distribution and the percentage of people interviewed in each district who had a complaint.

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Table 6

PERCENTAGES OF RESPONDENTS WITH A COMPLAINT, BY DISTRICT

District	Number of People Interviewed	Number of People With a Complaint	Percentage of People With a Complaint
One	33	10	30.3%
Two	82	40	48.7
Three	86	45	52.3
Four	36	23	63.8
Five	74	34	45.9
Six	80	30	37.5
Seven	25	14	56.0
Total Number		196*	

*Does not total to 201 since 5 respondents are located in Census Tract 10, which is not included in any district.

* * * * * * * * * *

Although instructive, too much should not be read into these figures; for attention is not given to the severity or nature of the complaints, or whether the complaint was actually made. It is interesting to note, however, that the majority of people with a complaint expressed no desire to move out of their neighborhood if they had a choice (53.7 percent preferred to stay; 43.8 percent preferred to move). Obviously, however, variables other than complaints should be considered before drawing any firm conclusions on reasons why people prefer an area or not.

B. Nature of Complaints

Since 32 people had two complaints, there was a total of 233 complaint incidents. The remainder of this discussion will be based on this figure weighting each complaint incident equally. The first item of interest is the nature of the complaints. Using an open-ended question, respondents were asked about complaints; and the responses were later coded into 11 appropriate categories. Table 7 shows the percentage of complaints in the entire City and by each district within each category. When ranked in order for the entire City, police services (20.1 percent), upkeep of houses or yards (15.8 percent), and garbage collection and trash removal (12.8 percent) involved the greatest percentage of complaints, and public transportation (.8 percent), the least.

It is interesting to note at this point the similarity between the ranking of complaint types and the ranking of those public services cited as needing improvement. With the exception of refuse collection, those service areas which were cited most often as needing improvement were also mentioned most frequently as the subjects of complaints. Such a comparison is valid if complaints about street lighting, parking, and nuisances are treated as various aspects of public safety. (See Table 5.)

C. Complaints Not Made

People frequently feel they have a legitimate reason for complaining but for a variety of reasons do not actually register the

Table 7

PERCENTAGES OF COMPLAINT TYPES WITHIN EACH DISTRICT

		District						
Nature of Complaint	The City	1	2	3	4	5	6	7
Police Services	20.1%	18.1%	14.6%	31.3%	26.6%	22.2%	5.7%	29.4%
Upkeep of Houses or Yards	15.8	18.1	21.9	21.5	16.6	13.8	8.5	5.8
Trash Removal	12.8	--	7.3	7.8	10.0	19.4	22.8	23.5
Streets Maintenance and Cleaning, Sidewalks	10.7	--	9.7	5.8	16.6	11.1	22.8	5.8
Sewer and Water	9.0	--	4.8	13.7	6.6	11.1	11.4	--
Nuisances	8.5	9.0	12.2	3.9	10.0	8.3	14.2	--
Parking	6.8	18.1	4.8	7.8	3.3	5.5	5.7	5.8
Street Lighting	6.4	--	7.3	5.8	3.3	2.7	8.5	23.5
Recreational Facilities	2.1	9.0	4.8	--	--	5.5	--	--
Public Transportation	.8	9.0	2.4	--	--	--	--	--
Other Responses	4.3	18.1	9.7	1.9	6.6	--	--	5.8
Total Number	(N=233)*	(N=11)	(N=41)	(N=51)	(N=30)	(N=36)	(N=35)	(N=17)

*The districts do not total 233 because 7 complaints were located in Census Tract 10, which is not included in any district. In addition, there were 5 missing responses.

* * * * * * * * * *

complaint with a City authority. Of the 233 complaint incidents identified, 97, or 41.6 percent, of them were not followed up with a registered complaint. Since it can be instructive to know what variables are associated with whether a complaint is actually made, some analysis was done first to determine whether there were any marked socio-economic differences between those who complained and those who didn't and second to discover the reasons given for not bothering to register a complaint.

Of the seven variables examined (sex, race, age, education, income, occupation, and length of residence in the neighborhood), only three show any noticeable differences. The percentage of the nonwhite respondents that carried through with a complaint is higher than the percentage of whites - 62.6 percent compared to 53.6 percent. In addition, the group of 18-to-24-year-olds is the only age group with a lower percentage of complaints actually made than not made; i.e., in each of the three groups of older individuals, the majority registered the complaint. The age groups were 18-to-24, 25-to-45, 46-to-59, and 60-and-over. Finally, the longer a respondent had lived in a particular neighborhood, the more likely it was that the complaints would actually be made. Of those that had lived in the neighborhood three years or less, 46.7 percent actually complained; of those that had been there four to nine years, 59.0 percent complained; and of those that had lived there ten years or more, 62.5 percent complained.

Before looking at the variety of reasons that were volunteered for not carrying through with a complaint, it is useful to first determine whether there is any marked association between the type of problem and whether or not a complaint was actually registered. The purpose is to see whether those with one type of problem are more likely to complain than those with another type of problem. The results are shown in Table 8.

It is instructive to note that the majority of those in six of the eleven categories actually registered a complaint, for it indicates that they felt it worthwhile to actually complain. However, it is disconcerting not to see more of those services with a relatively large number of complaints among the top six, specifically those

Table 8

PERCENTAGES OF COMPLAINTS MADE, BY COMPLAINT TYPE

Nature of Complaint	Number of Complaints	Number of Complaints Made	Percentage of Complaints Made	Number of Complaints Not Made	Percentage of Complaints Not Made
House or Yard	37	29	78.3%	8	21.6%
Garbage	30	21	70.0	9	30.0
Street Lighting	14	9	64.2	5	35.7
Police	47	30	63.8	17	36.1
Nuisance	22	14	63.6	8	36.3
Recreation	5	3	60.0	2	40.0
Streets and Sidewalks	23	10	43.4	13	56.5
Sewer and Water	21	9	42.8	12	57.1
Parking	16	5	31.2	11	68.7
Other	10	2	20.0	8	80.0
Public Transit	2	--	--	2	100.0

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complaints about the maintenance of streets and sidewalks and sewer and water service.

Although of interest, this table does not provide information concerning why complaints are not registered. Therefore, one should look at the distribution of reasons given for not carrying through with complaints. Since the number of complaints in each category is sometimes small, the actual number of complaints involved is included in parentheses:

(a) 42.2 percent (41) thought that for one reason or another it would do no good to complain.

(b) 10.3 percent (10) said they were planning to complain but at that time had neither the time nor inclination.

(c) 8.2 percent (8) thought the problem was relatively unimportant.

(d) 8.2 percent (8) gave other reasons including the fact that they did not know how to properly register a complaint.

(e) 7.2 percent (7) said that someone else, usually a neighbor or friend, had complained so they did not feel it was necessary.

(f) 6.1 percent (6) expressed a fear of complaining; that is, for some reason they felt it would do more harm than good.

(g) 3.1 percent (3) said the problem was taken care of before they registered the complaint.

(h) 14.4 percent (14) did not respond to the question.

In another attempt to discover the real reasons behind not complaining, analysis was done to see whether there was any noticeable relationship between the reasons given for not complaining and the type of complaint involved. It was hoped that such analysis would reveal, for example, which types of complaints or problems were considered unimportant and which were associated with negative repercussions. In addition, it hopefully would reveal the underlying assumptions that people had concerning the response with which their complaint would be met. This seemed of particular importance since such a large proportion of respondents felt that complaining was a useless effort. Unfortunately, a breakdown by the 11 complaint categories resulted in small frequencies and therefore misleading percentages. The only item worth noting was that within each of the 11 complaint categories, with the exception of the problem of street lighting, the highest percentage of reasons given was in the "would-do-no-good" category. The majority of those with a complaint about street lighting either felt the problem was unimportant or they just had not made the complaint yet. All in all, the firmest conclusions that can be drawn from the analyses in this section are that there is a higher propensity for certain types of complaints to be registered than others, as displayed in Table 8; and of those that don't complain, the reason most frequently volunteered reflects the belief that registering a complaint would lead to no improvement in the situation.

D. Officials to Whom Complaints are Directed

Of the 233 complaint incidents identified, 132, or 56.6 percent, of them were followed up with an actual complaint made. An examination of these incidents with regard to the types of responses they receive can lead to a greater understanding of citizens' attitudes toward the complaint process as well as the City's attitudes toward the complaints it receives. Of initial interest is a look at the particular types of City officials or offices to which complaints are most frequently directed. (See Table 9.)

The most noticeable item shown on the table is that only 11.5 percent of the complaints were made to an elected official. It can be assumed that the citizens either felt that an elected official was not the "proper authority" to whom to direct a complaint, or the

Table 9

PERCENTAGES OF COMPLAINTS DIRECTED TO EACH TYPE OF CITY OFFICE

Official or Office to Whom the Complaint was Directed	Number of Complaints*	Percentage of Complaints
City Hall in General	31	23.8%
Police	32	24.6
Line Administrative Department	44	33.8
Elected Official	15	11.5
Other	5	3.7

*5 missing.

* * * * * * * * * *

problem might better be handled through other channels. Since the citizens were not asked directly why they chose one office over another, tabulations were made to see if there were some particular variables that would help explain the differences. The most logical explanation would be the nature of the complaint or problem. Not surprisingly, the highest proportion of complaints about police services, parking, and nuisances were directed toward the police. Only one complaint type - street lighting - had a higher proportion directed toward an elected official.

E. Responses

The second subject of interest is that of the responses with which complaints were met. While 43.8 percent of the complaints were met with no action on the part of the City of which the respondent was aware, 55.3 percent were met with what respondents considered to be an unsatisfactory response, i.e., either nothing was done or the complainant was given nothing more than a verbal response of some sort. A more detailed breakdown of these figures can be seen in Table 10.

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Table 10

PERCENTAGES OF RESPONSE TYPES TO COMPLAINTS MADE

The Response to the Complaint	Number of Complaints	Percentage of Complaints
Nothing	57	43.8%
Verbal Response	15	11.5
Partial Action	22	16.9
Taken Care of	29	22.3
No Response	9	5.3
Total Number	132	

* * * * * * * * * *

It is important, if possible, to try to account for the above proportions of each type of response. It is logical to assume that the nature of the complaint will be the best explanatory variable. Accordingly, Table 11 was drawn up to more easily identify the relationship between the type of complaint and the type of response it received.

Simple calculations indicate that only three complaint categories - garbage and trash collections, nuisances, and upkeep of houses or yards -

Table 11

NUMBER OF RESPONSES, BY RESPONSE TYPE AND TYPE OF COMPLAINT

Response to Complaint	Upkeep of Houses or Yards	Police Services	Recreational Facilities	Streets and Sidewalks	Garbage and Trash Collection	Sewer and Water	Street Lighting	Parking	Nuisances	Other
Nothing	11	17	2	5	4	4	8	2	3	1
Verbal Response	1	6	1	0	1	3	1	1	1	1
Partial Action	7	3	0	1	4	1	0	1	4	1
Taken Care of	8	3	0	3	11	0	0	0	5	0
Total Number	27	29	3	9	20	8	9	4	13	3

had a majority of the complaints met with at least some action on the part of the City. In the remainder, with the exception of the "other" category, the majority of the complaints were met with no action at all. Finally, the problem of garbage or trash collection was the only one with a majority of the complaints "taken care of." It is worth noting that complaints concerning garbage and trash collections, nuisances, and upkeep of houses or yards received at least some action from the City, for a high percentage of those complaints were actually made. (See Table 8.) However, a high percentage of the complaints about police services, street lighting, and recreation were also made and apparently were met with no meaningful action from the City.

It was assumed that any variations in responses from one district to another could be accounted for by the nature of the complaints made in each district. To check this, comparisons were made between the type of complaints made in each district and the responses these same complaints received; and this assumption was verified. In a final effort to explain these differences in responses, the socio-economic characteristics of the complainants were examined and compared to the responses. The most noticeable finding was that those respondents with yearly incomes of more than $10,000 had a higher percentage of their complaints acted upon than those respondents with an income of $10,000 or less. The results are shown in Table 12.

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Table 12

PERCENTAGES OF RESPONSE TYPES, BY INCOME

	Income	
Response	$10,000 or Less	More Than $10,000
Nothing	60.0%	33.3%
Verbal Response	10.0	14.0
Partial Action	11.6	24.5
Taken Care of	18.3	28.0

A final variable which might account for variations in responses to complaints would be the office or official to whom the complaint was directed. The variations are shown in Table 13. The major item to be noted is that a higher percentage of the complaints directed to the proper line administrative department were acted upon or taken care of. In addition, complainants might be justified in not directing complaints to the elected officials since 66.6 percent of those complaints were met with no meaningful response.

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Table 13

PERCENTAGES OF RESPONSE TYPES,
BY OFFICE OR OFFICIAL TO WHOM COMPLAINT WAS DIRECTED

Response	Municipal or City Hall	Police	Line Administrative Department	Elected Official
Nothing	37.9%	65.5%	41.4%	46.6%
Verbal Response	20.6	3.4	7.3	20.0
Partial Action	20.6	20.6	17.0	13.3
Taken Care of	20.6	10.3	34.1	20.0
Total Number of Complaints	(N=31)	(N=32)	(N=44)	(N=15)

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F. Satisfaction with Responses

The final question presented to the respondents was whether or not they were satisfied with the response given to their complaint.

Twenty-three percent, or 30 people, expressed satisfaction with the response; 69.2 percent, or 90 people, said they weren't satisfied; and 3.0 percent, or 4 people, said they were not sure if they were satisfied. Not suprisingly, 72.8 percent of those that were not satisfied received no action on their complaint. However, 25.0 percent of those 28 people whose complaint was acknowledged and "taken care of" expressed dissatisfaction with the response.

Certain socio-economic characteristics might also be influential in determining the different levels of satisfaction. It was found that 76.7 percent of the females were not satisfied compared to 66.6 percent of the males. In addition, 79.6 percent of the nonwhites and 67.6 percent of the whites indicated dissatisfaction. Finally, of those that were satisfied with the response, 62.0 percent had yearly incomes of greater than $10,000. This last finding is not surprising since it has already been noted that these respondents had a higher percentage of their complaints acted upon by the City officials.

G. Summary

This section of the study was designed to gather information concerning citizens' complaints about City services. As such, the conclusions that can be drawn are relatively straightforward but still provide some insight into the frequency and nature of complaints and citizens' attitudes toward the City's responses to their complaints.

Of the sample, 47.5 percent stated that they had considered complaining about a City service at least once in the last 15 months, resulting in a total of 233 complaint incidents. These complaints involved ten specific City services; and the most frequent complaints were about police services, the upkeep of houses or yards, and garbage collection and trash removal. The fewest complaints involved recreation and public transportation.

Of the identified complaint incidents, 41.6 percent were not registered with a city official or office; and the reason most frequently given was that complaining leads to no noticeable improvement in the situation. Unfortunately, this attitude seems to be justified in that 55.3 percent of the registered complaints were met with what the respondents considered to be an unsatisfactory response from the City.

Certain types of complaints appear to be met with more satisfactory responses. The majority of problems with garbage collection and trash removal, nuisances, and the upkeep of houses or yards were met with some sort of action. In addition, those complaints directed to the proper line administrative department resulted in the most satisfactory responses. This is interesting to note because the line departments received the greatest proportion of all complaints registered. Citizens might be justified in increasing this practice of registering complaints directly with the line agency concerned.

In conclusion, there apparently exists among a large proportion of citizens in Harrisburg a feeling that registering complaints about City services is not worth the time or effort involved. This is not surprising in light of the finding that a majority of those respondents who registered complaints were not satisfied with the response they received.

Unsatisfactory responses might well diminish the propensity to attempt further complaints; but complaints, because they provide

City officials with a means of assessing from the citizen's viewpoint neighborhood conditions and services that are being provided, constitute a useful source of feedback. Diminishing the relevance of this "channel" may in turn result in the provision of services that do not meet the perceived needs of City residents, increasing the probability that residents will continue to feel dissatisfied or feel more dissatisfied over time.

IV. EVALUATIONS OF ECONOMIC CONDITIONS AND SELECTED SERVICES AND ISSUES IN THE HARRISBURG AREA

IV. EVALUATIONS OF ECONOMIC CONDITIONS AND SELECTED SERVICES AND ISSUES IN THE HARRISBURG AREA

A. Introduction

This section is intended to be somewhat broader than the last two in that it extends the analysis presented in this report beyond City services and neighborhood conditions. Portions of the survey instrument were developed with the objective of tapping citizens' views on issues and services that are not controlled by the City of Harrisburg *per se*. Thus, questions focusing on the impact of current economic conditions on household and personal finances, including questions on the projected impacts of more stringent gasoline conservation measures, questions on the issues of local governmental reform, and questions on the quality of schools in Harrisburg were all asked. The latter service in particular was explored in part because respondents in the pretest of the survey instrument indicated that quality of schools and problems in the schools were issues that are relatively salient to City residents.

In turn, the section will emphasize perceived economic conditions including possible consequences of gasoline rationing or a stiff price increase, attitudes toward consolidation of governments in the Harrisburg area, and the quality of City schools (including problems in the schools).

B. The Current Economic Situation

Overall Sample and District Responses

All respondents were asked whether the current economic situation, including inflation and recession, had had any marked impact on their personal or household finances or plans for the future. Of those answering, 65.5 percent indicated that the economic situation had had an impact. A follow-up question elicited the kinds of impacts that were perceived. Of all the impacts mentioned, a plurality (36.5 percent) had to do with general, unspecified reductions in purchasing power - typical responses being "curtail spending," "less discretionary income," or "standard of living decreased." Another 17.9 percent of the mentions focused specifically on increased costs of food, 10.4 percent dealt with increased costs of housing, 9.6 percent indicated recreation habits suffering, and 8.1 percent cited savings and/or retirement funds being affected. Smaller percentages of mentions emphasized a lack of ability to buy clothes or durable goods (5.3 percent) and increased utility costs (4.8 percent).

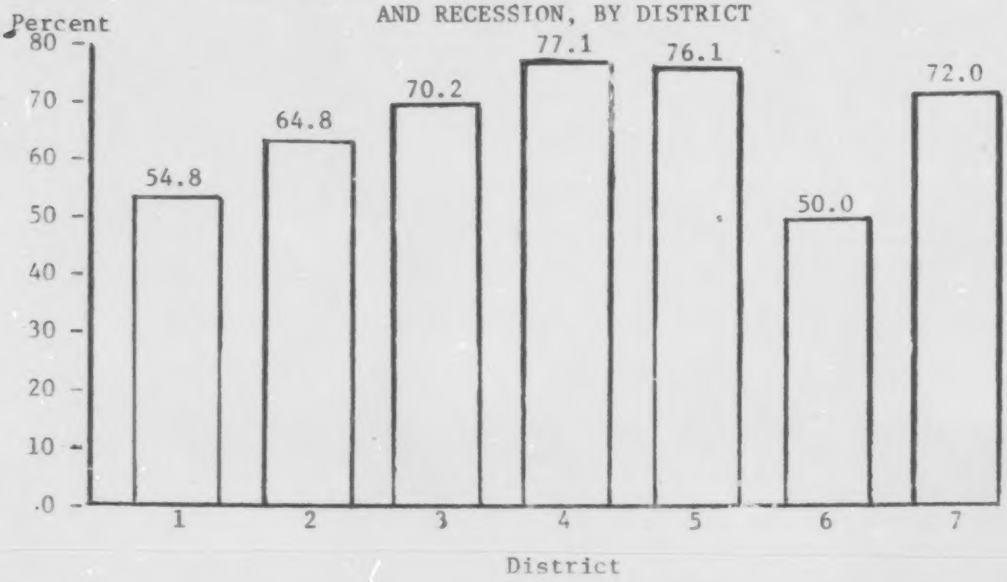
It is interesting to examine the variation among the seven districts with respect to these issues. Chart 1 summarizes the percentages of respondents in each district who indicated that inflation and recession had had a marked impact on them.

As can be seen, respondents in District 5 (the Allison Hill area) and District 4 were most likely to answer the question affirmatively, whereas respondents in District 6 (the Bellevue area) were least likely to indicate impacts (50.0 percent).

If the kinds of impacts perceived are examined on a district-by-district basis, there is a tendency for a plurality of respondents in each district to mention general reductions in purchasing power most frequently, followed by mentions of food costs. In District 6, however, although 26.4 percent of the mentions had to do with reductions in purchasing power, a larger percentage of respondents cited housing

Chart 1

PERCENTAGES OF HOUSEHOLDS IMPACTED BY INFLATION AND RECESSION, BY DISTRICT



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costs or recreation cuts (16.9 percent for both impacts) than food costs (13 percent).

Associations Between Perceptions of Current Economic Conditions and Respondent or Household Characteristics

Several respondent and household attributes (sex, race, family income, age, and occupation of head of household) might be expected to have a bearing on the propensity to report that the current economic situation was having an impact. Each of these attributes was compared with whether a respondent indicated impacts on his or her personal or family finances or plans.

Nonwhite respondents tended to report impacts (79.7 percent) more frequently than did white respondents (60.0 percent), the difference between these percentages being among the largest for any of the subgroups within the sample. Another strong trend was observed between age of respondent and perceived impacts. Of those 30 years of age or less, 76.7 percent indicated the economic situation had impacts, 63.5 percent between ages 30 and 65 responded this way, and only 53.9 percent of those aged 65 or over reported marked impacts. Corresponding to this trend, 54.8 percent of those who were retired reported marked impacts; whereas all other occupation groups appeared to be affected more frequently. Households where the head indicated she was a housewife reported economic impacts 78.9 percent of the time - more frequently than those where the head was unemployed (73.9 percent). Other than retirees, household members where the head was a professional or technical employee reported marked impacts least frequently (59.8 percent). Households where the family income was $10,000 or less were slightly more inclined to report marked impacts (68.8 percent) than were households with family incomes greater than $10,000 (64 percent). As small a percentage difference accrued between males (62.3 percent) and females (68.8 percent).

Given that race of respondent and age of respondent tended to be most strongly associated with whether marked impacts were reported, it is worthwhile examining associations between these two respondent characteristics and the types of impacts mentioned. Both white and nonwhite respondents tended to report reductions in purchasing power most frequently, although nonwhites did so more frequently (42.6 percent of all mentions compared to 33.0 percent for whites). The only other difference of any magnitude was the percentage who indicated that either their savings or employment prospects were affected

(15.5 percent for whites and only 7.3 percent for nonwhites). The second most frequent mention for both whites and nonwhites was food costs (17.9 percent for whites and 18.3 percent for nonwhites).

The older the respondent, the more likely he or she was to mention overall reductions in purchasing power (34 percent for those aged 30 or less; 37.7 percent for the 31-to-64 years group; and 41.5 percent for those over 65). Also, younger respondents tended to mention housing and utilities more frequently than did older respondents (17.4 percent of the youngest group; 14.9 percent of the middle group; and 11.3 percent of those aged 65 or over). The only other clear trend is that younger respondents reported impacts related to recreation or purchases of durable goods more frequently than did older persons (18.1 percent, 14.3 percent, and 9.4 percent for the youngest through oldest groups respectively).

C. Reported Changes in Transportation Patterns if Gasoline Consumption is Restricted

Another issue with economic impacts is the cost and availability of gasoline to residents of Harrisburg. Several questions were directed at different aspects of this issue. The first, and most general, one asked respondents to choose between two Federal programs that would reduce their consumption of gasoline. One program would ration gasoline to 10 gallons per week per licensed driver, and the other would result in the price going up to $1 per gallon. A majority of those who offered an answer (57.5 percent) preferred rationing. Only 21.6 percent preferred a price increase, and 20.9 percent were either not sure which was more desirable or did not know.

To focus more specifically on those that might be directly affected by either policy, responses to the policy-choice question were associated with the number of household members who work outside the home 30 hours or more per week. The main finding is that respondents where no one works outside the household were less likely to favor the price hike (14.4 percent were for a price hike) than were respondents where one or more household members work outside the household (24.4 percent). Similar percentages of working and nonworking households (58.6 percent and 54.1 percent respectively) favored rationing. Of those in households where no one works more than 30 hours, 31.5 percent were either not sure or did not know which option would be preferable, whereas only 16.7 percent of those in working households were similarly disposed.

The distance that the head of the household travels to work was also associated with responses to the Federal programs question, but few consistent patterns emerged. Overall, there was a small, but discernible, tendency for those working further from home to be less favorable to rationing and more favorable to a price hike.

In households where the head works regularly for 30 hours a week or more, respondents were asked how the head gets to work. Of these, 63.2 percent reportedly drive their own vehicles, 11.2 percent are passengers in someone else's car or truck, 12.3 percent take the bus, and 13 percent either walk or employ some other means to get to work (riding a bicycle, for example).

If gasoline were to be increased to $1 per gallon, respondents reported that only 42.7 percent of those working household heads would be automobile drivers - a drop of more than 20 percent from present usage of this mode. On the other hand, 15.8 percent would become passengers in someone else's car or truck, 18.6 percent would take the bus, and 20.4 percent would either walk or employ some other transportation mode.

Very similar shifts in transportation usage patterns were projected when respondents were asked how the head of the household would get to work if gasoline were rationed. Given this assumption, 43.7 percent of respondents indicated that heads would continue to be automobile drivers, 14.2 percent predicted that household heads would become passengers, 17.8 percent would take the bus, and 20 percent would walk.

Current transportation usage patterns were associated with distance to work for the head of the household, and similar associations were made between projected usage patterns and current distance to work under conditions of a price increase or rationing. Those household heads that are within five blocks of their place of work tend to walk (81.5 percent), although 14.8 percent drive their car or truck. Under conditions of an increase in gasoline prices to $1 a gallon, 85.2 percent apparently would walk; whereas 11.1 percent would continue to drive to work. If gasoline were rationed, the percentage of those walking and driving is unchanged over current usage patterns - 81.5 percent would walk, and 14.8 percent would drive their own car.

Household heads living more than five blocks but less than one mile currently tend to drive their own vehicle to work (51.4 percent) or walk (21.6 percent), while 18.9 percent take the bus. If gasoline prices were increased, only 28.6 percent indicated usage of their own vehicle; whereas 31.4 percent selected walking as a means of getting to work. In addition, 22.9 percent chose the bus; and 14.3 percent (an increase from 5.4 percent in the current usage situation) would become vehicle passengers. Rationing has similar projected effects in that 26.5 percent reported that the household head would still drive to work; whereas 32.4 percent would walk, another 23.5 percent would take the bus, and 14.7 percent would become vehicle passengers.

Of those household heads living either 1, 2, 3, or 4 miles from work, more than two-thirds (69.8 percent) use their own vehicle to get to work at present, while about 20 percent ride the bus. If gasoline prices were increased, projected usage of one's own vehicle dropped to 44.6 percent, whereas projected usage of the bus increased to 34.8 percent. Under hypothesized conditions of rationing, 46.3 percent would continue to drive their own vehicles, and 33.4 percent would ride the bus.

Beyond 4 miles, usage patterns that were projected under conditions of either a price increase or rationing reflected a shift from an automobile driver-dominated pattern to one less dominated by this mode (although 50.6 percent in a price increase situation and 53.9 percent in a rationing situation still indicated they would drive their own car). Under conditions of either a price increase or rationing, more workers would drive with other workers (an increase from 21.1 percent to 28.4 percent under price increase conditions and to 27.0 percent under rationing conditions).

D. Attitudes Towards the Consolidation of Local Governments in the Harrisburg Area

Overall Sample and District Responses

The Harrisburg area (the City of Harrisburg and surrounding municipalities) exhibits many of the characteristics analysts have pointed to in studies of other politically fragmented urban areas in the United States. Harrisburg, the central City, is politically distinct from its suburban neighbors, but is clearly interdependent in an economic and social sense with surrounding local governmental jurisdictions. The Commonwealth Government is a major employer in this urban area, and many people employed there commute daily from suburban jurisdictions.

Social and economic problems tend to be concentrated inside the City of Harrisburg, demanding more resources than do these issues in suburban jurisdictions. The tax base within the City, however, is not increasing over time, which means that Harrisburg must exploit existing revenue sources more vigorously over time than do its neighbors, who can exploit relatively large tax bases to meet their needs.

One proposed solution to this set of circumstances has been to consolidate the political jurisdictions in urban areas such as those which exist in and around Harrisburg. The feasibility of this strategy depends, in large part, on the willingness of citizens within affected jurisdictions to assent to this structural change. Although the survey conducted did not tap the attitudes of suburban households towards the issue of consolidation, it did so for the sample of households within the City. An examination of this issue is therefore possible from Harrisburg residents' points of view.

All those interviewed were asked whether they thought Harrisburg and the surrounding communities should be combined to form one local government. Less than a majority (46.3 percent) of those replying were for such a change, and 40.0 percent were against it. A total of 13.7 percent either did not know or were not sure whether consolidation was a good idea.

Regardless of whether a respondent was for or against consolidation, each person was asked why he or she held that opinion. Those favoring consolidation most frequently cited the overall efficiency or effectiveness of consolidated government as an advantage (34.9 percent of all mentions). Another 29.7 percent of reasons mentioned had to do with increases in revenues for the City if consolidation occurred. Of these, 13.7 percent focused on improvements in public services such as police if governments were consolidated. Another 13.6 percent of the reasons had to do with civic benefits (reducing segregation or ensuring better representation, for example) or with unspecified general improvements ("things would improve" or "it's a good idea," for example).

Those against consolidation most frequently cited the desirability of local autonomy as a reason not to consolidate (34.4 percent of all reasons mentioned). More specifically, respondents in this category cited the belief that a consolidated government would be too remote or too big or less efficient than are the present communities. Another 27 percent of the mentions emphasized that consolidation would just increase the number of problems in the metropolitan area - that problems would increase with the size of the government. An additional 23.6 percent of the reasons given focused on the diversity of interests and groups in the metropolitan area; some respondents in this category stressed how different the populations in the area are, while others stressed the diversity of the problems in different parts of the area. Lastly, 8.8 percent of the mentions stated that things were fine the way they are now.

It is interesting to examine the responses to the overall "for or against" consolidation question on a district basis. Table 14 summarizes the distribution of responses for each of the seven districts.

* * * * * * * * * * *

Table 14

PERCENTAGES OF RESPONDENTS FOR AND AGAINST CONSOLIDATING THE LOCAL GOVERNMENTS

	District						
	1	2	3	4	5	6	7
Percent For	35.5%	47.4%	48.2%	50.0%	52.2%	39.2%	52.2%
Percent Against	45.2	41.0	43.5	30.6	39.1	44.3	21.7
Percent Not Sure or Don't Know	19.4	11.5	8.3	19.5	8.7	16.5	26.1

* * * * * * * * * * *

In only three of the seven districts did 50 percent or more of those responding favor consolidation; and in two others, less than 40 percent were in favor of such a change (District 1 and District 6). However, the percentages of respondents who were undecided or did not know are large enough (varying from 26.1 percent in District 7 to 8.3 percent in District 3) that it is not clear what the outcome of a referendum on this issue would be on a district-by-district basis.

Respondent or Household Characteristics Associated with Overall Attitudes Towards Consolidation

A series of characteristics (sex, race, family income, education, length of time in the neighborhood, political party affiliation, and age) might be expected to associate themselves with a person's willingness to favor consolidation. When these variables are examined in conjunction with attitude towards the issue of combining local governments, several interesting findings emerge.

The clearest pattern is evident with respect to a respondent's reported political party affiliation. Of those who indicated they were either Democrats or strong Democrats, 58.5 percent were favorable towards consolidation; whereas 45.9 percent of those reporting an affiliation with the Republican party were for consolidation. Independents fell in between in that 47.5 percent favored consolidation. A second respondent characteristic that appeared to be associated with responses was race; 46.1 percent of the white subsample were for consolidation, whereas 56.6 percent of the nonwhites were for it. Sex of respondent also distinguishes those who were favorable from those who were not, but to a lesser degree. Thus, 54.2 percent of the males interviewed were for consolidation, compared to 46.9 percent of the females.

Family income is only weakly associated with a respondent's propensity to favor consolidation; those with family incomes of $10,000 or less tended somewhat to be less favorable (46.7 percent) than those with higher incomes (52.0 percent). The longer a person had lived in his or her neighborhood, the greater the tendency to favor consolidation, although the trend was not pronounced. Thus, 47.7 percent of those living in the neighborhood for three years or less were for consolidation; 49.5 percent of those residing in an area between three and eleven years were for it; and 52.9 percent of those living in their neighborhood for eleven or more years were for it.

The other two characteristics (education and age) did not appear to be consistently associated with attitudes toward consolidation.

Reported Willingness to Participate in a Campaign For or Against Consolidation

Although there was only a difference of 6 percentage points between those for and those against consolidation, those favoring this governmental change expressed more willingness to become involved in actual efforts to combine local governments. Table 15 presents data based on a series of questions that were asked of respondents who were either for or against consolidation in principle (indicated by their reported general attitude towards this change).

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Table 15

PERCENTAGES OF RESPONDENTS WILLING TO BECOME INVOLVED IN EFFORTS TO COMBINE LOCAL GOVERNMENTS

Those Who Were For Consolidation in Principle*		Those Who Were Against Consolidation in Principle**	
Percent willing to vote for it:	92.8%	Percent willing to vote against it:	85.3%
Percent willing to encourage others to support it:	85.1	Percent willing to encourage others not to support it:	54.4
Percent willing to contribute money to a campaign to support it:	54.1	Percent willing to contribute money to a campaign against it:	25.7
Percent willing to join a campaign for it:	51.4	Percent willing to join a campaign against it:	21.3

*189 respondents indicated a willingness to consolidate governments.

**163 respondents indicated they did not favor consolidation of governments.

It is clear from these figures that those expressing a favorable opinion of consolidation are much more likely to acknowledge a willingness to become involved in efforts to combine local governments than are those who expressed an unfavorable opinion of this kind of change. This information is useful as a means of qualifying the initial overall attitude expressed towards combining local governments although it has to be made clear that expressed desires to vote for or against or to become involved in other ways do not necessarily reflect what people would actually do.

E. Perceptions and Evaluations of Harrisburg Schools

Overall Sample and District Responses

Respondents were asked to rate the quality of the school system in Harrisburg on a scale from excellent to bad. Only 2.0 percent rated schools as excellent; another 17 percent rated them as good; and another 28 percent rated schools as fair. Collectively, these responses account for less than 50 percent of those answering the question, which appears to indicate that the overall rating of schools tended not to be favorable. In fact, 32 percent rated schools as poor or bad; and another 21.1 percent indicated they did not know how the schools were, which suggests the need to qualify statements to the effect that evaluations tend to be highly unfavorable. It is worth noting that responses to this question correspond to those offered to a statement (that focused on neighborhood schools) earlier in the questionnaire. Only 2.5 percent of those responding strongly agreed that schools in their neighborhood are good. Another 32.8 percent agreed, and another 19.3 percent felt neutral about their schools. A total of 21.7 percent disagreed or strongly disagreed, and 23.7 percent did not know.

When asked if there were any problems in the schools, nearly three quarters (74.4 percent) of those responding indicated there were problems. Only 5.6 percent of those responding did not know if there were problems, although it should be noted that 63 respondents out of 423 interviewed did not respond to the question (14.9 percent of the total sample).

The range and relative frequencies of problems that were perceived constitute an interesting summary of the manner in which City residents view their schools. The most frequently mentioned problem was a lack of discipline in the schools (23.4 percent of all problems mentioned by respondents); and the next most frequent was school bussing, mentioned 18.2 percent of the time. A third problem was the quality of school staff (an example of such a response being "teachers are poor") mentioned 13.3 percent of the time. Other problems were: crime and violence in the schools (9.1 percent of all mentions); lack of student motivation (6.5 percent); racial problems (6.0 percent); poor facilities (5.5 percent); and the curriculum (5.5 percent). If discipline mentions and crime and violence mentions are taken together, they constitute nearly a third of all problems mentioned (32.5 percent).

As is displayed in Table 16, with the exception of District 1, the percentages of respondents rating Harrisburg schools as either excellent, good, or fair are quite similar and vary around the 50 percent mark. In District 1, only 28.2 percent of those responding to the question rated schools in one of these three categories. A relatively large percentage in District 1 indicated they did not know how good the schools were (46.9 percent); whereas in the other six districts, the percentage in this latter category varied around 20 percent. In none of the seven districts did more than 4 percent of respondents rate the schools as excellent. The largest percentage rating the schools as good or excellent appeared in District 6 (23.7 percent of those responding). The smallest percentage occurred in District 7 (12 percent).

* * * * * * * * * *

Table 16

RATINGS OF THE OVERALL SCHOOL SYSTEM, BY DISTRICT*

	District						
Rating	1	2	3	4	5	6	7
Excellent	3.1%	3.9%	1.2%	0.0%	1.4%	1.3%	4.0%
Good	18.8	15.8	14.8	13.9	20.3	22.4	8.0
Fair	6.3	31.6	29.6	36.1	24.3	28.9	40.0
Poor	9.4	17.1	22.2	13.9	24.3	15.8	12.0
Bad	15.6	6.6	9.9	16.7	20.3	11.8	16.0
Don't Know	46.9	25.0	22.2	19.4	9.5	19.7	20.0
Total	100.1%	100.0%	99.9%	100.0%	100.1%	99.9%	100.0%

*Percentage of each districts' respondents giving corresponding ratings to the school system.

* * * * * * * * * *

Percentages of respondents indicating there were problems in the schools varied from a low of 52.2 percent in District 1 to a high of 92.9 percent in District 5. With the exception of District 1, at least two thirds of all those responding in each district perceived problems. Table 17 presents these percentages on a district-by-district basis.

* * * * * * * * * *

Table 17

PERCENTAGES OF CITIZENS PERCEIVING PROBLEMS IN THE SCHOOLS, BY DISTRICT

	District						
Any Problems?	1	2	3	4	5	6	7
Yes	52.2%	65.6%	73.3%	80.6%	92.9%	68.6%	76.2%
No	34.8	32.8	17.3	12.9	7.1	24.3	14.3
Don't Know	13.0	1.6	9.3	6.5	0.0	7.1	9.5
Total	100.0%	100.0%	99.9%	100.0%	100.0%	100.0%	100.0%

* * * * * * * * * *

Respondent and Household Characteristics Associated with the Overall Evaluation of the School System

Given the high proportions of respondents who did not give Harrisburg schools a strong positive rating, it is worthwhile inquiring into the issue of who tends to rate the schools relatively favorably. Five respondent and household characteristics (sex, race, family income, education level, and the number of children enrolled in Harrisburg schools) were associated with ratings of the schools to examine this issue.

The most pronounced difference with respect to percentages rating the schools either fair, good, or excellent was between those respondents where children were enrolled in school and those where no children were enrolled. Of respondents in the former group, 64.1 percent rated the school system as at least fair; whereas only 40.0 percent in households with no children attending rated schools as fair, good, or excellent. Almost equal proportions of these two groups rated schools poor or bad (34.2 percent of those with school attendees and 31.6 percent of other respondents). Of those without children in Harrisburg schools, 8.4 percent did not know how to rate schools; whereas only 1.7 percent of those having children in school responded similarly. It would seem, therefore, that respondents with some knowledge of schools are more favorable than those who do not have children in the school system.

Nonwhite respondents responded to this question in an interesting way; 57.0 percent rated schools as fair, good, or excellent, whereas only 42.6 percent of white respondents indicated the same thing. However, 34.8 percent of nonwhites rated schools as poor or bad compared to 29.5 percent of white residents sampled. Only 8.1 percent of nonwhites did not know how to rate schools; whereas 27.9 percent of the white subsample responded "don't know." Thus, nonwhites appeared to be more opinionated than whites were, although not clearly more or less positive about the schools overall.

Female respondents tended to be less favorable in their rating of schools than were males (42.7 percent of females rated schools as fair, good, or excellent compared to 54.3 percent of males), although 24.3 percent of females did not know how to rate schools compared to 16.5 percent of male respondents. Respondents with a family income of $10,000 or less were less positive overall (41.4 percent rated schools as fair, good, or excellent) than were families with higher incomes (51.7 percent responded fair, good, or excellent to the statement). Again, however, a qualification is necessary in that 24.6 percent in the $10,000-or-less category did not know; whereas only 14.6 percent of those earning more responded similarly.

Those respondents with less formal education tended to be more favorable in their rating of the schools; 47.7 percent of those with a high school education or less were prepared to rate schools as at least fair, whereas 41.3 percent of those with a college education (some college or a degree) rated schools as fair, good, or excellent.

To sum up, respondents who might be expected to know more about the schools (those with children) were more favorable in their ratings. This subgroup was the only one examined that did offer a rating in almost all interview situations. Other subgroups (females, lower income types, and whites especially) did not offer a rating in substantial numbers, making it difficult to treat the findings unambiguously.

Respondent and Household Characteristics Associated with the Types of Problems Perceived in the Schools

Two characteristics, race of respondent and the number of children in the school system, are worth examining in relation to specific school problems mentioned by respondents. Selection of these two factors can be justified in part by their relative importance in predicting those who tended to evaluate schools in a positive way. Also, both characteristics include subpopulations who were relatively willing to rate the school system rather than responding "don't know" (recall that respondents with children attending school and nonwhite respondents only rarely did not know how to rate the schools), an asset when the task is a description of specific problems perceived.

Focusing first on the number of children in Harrisburg schools, the most frequent problem mentioned by respondents with household members in school and by those who don't is discipline (21.5 percent of all mentions for those with children in school and 24.7 percent for others). Violence and crime, a related problem, was mentioned 6.1 percent of the time by respondents with children in school and 10.8 percent of the time by others. If these two problems are taken together, the most significant difference between the two groups can be discerned. More than 35.5 percent of those mentions by people without children in schools concerned discipline or crime and violence, whereas only 27.6 percent of the mentions by respondents in households with children in school focused on these two problems. Thus, respondents having more contact with the schools tend to perceive them as being somewhat less prone to discipline or crime and violence problems, although neither group can be said to be unconcerned with these issues.

Other differences between the two groups are less pronounced; 16.1 percent of all mentions by those with children in schools focused on the problem of inadequate or incapable staff, whereas only 12.0 percent of other respondents' mentions emphasized this. The only other difference related to mentions of communications problems (between parents and teachers and between students and teachers); 7.7 percent of all mentions by those with children in schools focused on this problem, whereas only 2.0 percent of others' mentions did.

The differences between white and nonwhite respondents in terms of school problems perceived are more pronounced. The most striking difference had to do with mentions related to inadequate staff; only 7.6 percent of the mentions by white respondents focused on this, whereas 23.4 percent of nonwhite mentions did. Another difference of significant magnitude related to bussing as a problem. Only 12 percent of nonwhite mentions focused on this issue, whereas 22.1 percent of white respondents' mentions did. If the problem areas of discipline and crime and violence are combined, 35.7 percent of white respondents' mentions related to these issues; whereas only 26.5 percent of nonwhite mentions did. Differences in perceptions of communications as a problem were also evident; only 1.7 percent of white mentions focused on this problem, whereas 8.3 percent of nonwhite respondents' mentions did. Finally, 7.6 percent of white respondents' mentions emphasized racial problems in the schools, whereas only 3.0 percent of nonwhite mentions were classified similarly.

To sum up, whites are relatively more concerned about bussing, crime and violence, and racial problems; whereas nonwhites expressed concern more frequently with the quality of school staffs and the lack of communication between parents and teachers and between teachers and students.

F. Summary

Given the range of issues covered in this section, an overall summary of the findings can best highlight only some of the findings with respect to major areas that were discussed. Salient information from each of the three major topics (impact of the current economic situation, including reported impacts of restricted gasoline consumption; attitudes toward consolidation of local governments; and perceptions and evaluations of the Harrisburg school system) will be presented in turn. For more complete analysis of each topic, the reader is urged to refer to appropriate parts of this section.

Nearly two thirds of all respondents (65.5 percent) indicated that inflation and recession had had a marked impact on their finances or plans. The most frequently mentioned impact was a general reduction in purchasing power (36.5 percent of all mentions), and the next most frequent was the increased cost of food (17.9 percent of all mentions). Nonwhite respondents reported impacts 79.7 percent of the time, whereas only 60.0 percent of white respondents reported impacts. Younger respondents tended to report impacts more frequently than did older respondents.

The relative "costs" of rationing gasoline to 10 gallons per licensed driver per week or raising the price of a gallon to $1 apparently were weighed so that rationing was perceived as being less "costly" (57.5 percent of those responding preferred this alternative if consumption were restricted). When respondents in households where the head was working regularly were asked how that worker would get to his or her job if gasoline consumption were restricted in either of the two ways, there was a general tendency to report a reduced usage of owner-driven vehicles and increased usages of busses, car pools, and other alternate modes of transportation. The magnitude of the shifts depended in part at least on the distance that the head had to travel to get to work.

Less than a majority (46.3 percent) of those replying to the question favored combining local governments in the Harrisburg area, although those that were for such a change expressed a greater willingness to become involved in a campaign to consolidate governments than did the 40.0 percent who were against combining governments. Most frequently, those for consolidation liked the idea for reasons of efficiency or effectiveness (34.9 percent of all mentions). Those against this change emphasized the desirability of local autonomy most often (34.4 percent of all reasons mentioned). Democrats tended to favor consolidation more frequently than did Independents or Republicans, and nonwhites were more favorable to the idea than were whites.

Of those responding, 47.0 percent indicated that the schools were either fair, good, or excellent; but a total of 21.1 percent did not know how to rate Harrisburg schools. Also, 74.4 percent of those responding indicated there were problems in the schools, the most frequently cited being a lack of discipline in the schools (23.4 percent of all problems mentioned). Respondents who had a household member in Harrisburg schools tended to be somewhat more favorable in their ratings of schools than respondents without this kind of contact. Also, these people tended to perceive discipline as being somewhat less of a problem than did respondents without children in the schools.

V. CITIZENS' VIEWS OF CRIME AND THE POLICE

V. CITIZENS' VIEWS OF CRIME AND THE POLICE

A. Introduction

The questionnaire administered to the sample of residents in Harrisburg focused in some detail on the perceptions and evaluations citizens expressed towards the issues of crime and police services. In this section of the report, different facets of these issues will be analyzed in as much depth as the data makes feasible.

The section will be structured so that five complementary aspects of the crime-police issue are emphasized. First, general evaluations of neighborhood crime and neighborhood police services will be examined. Several structured questions were asked of all respondents; and answers to these provide insights into perceptions of the crime rate, evaluations of overall police services, evaluations of investigative services, and evaluations of the extent to which police treat citizens well in different neighborhoods in Harrisburg.

Second, questions which concerned whether the respondent's household had been assisted by the police provide an opportunity to examine a main type of non-law enforcement interaction that occurs between police officers and City residents. Third, and in contrast to situations where police officers have assisted respondents or household members, it will be possible to look at police-citizen interactions in situations where individuals have been stopped by the police. Questions asked included the reason why the person was stopped and how the person was treated by the police. The latter can be interpreted as a partial evaluation of police behavior in such circumstances.

Fourth, because of their direct and important relationships to the police objectives of preventing crimes and enforcing the laws, it is worthwhile examining in-depth situations in which Harrisburg residents have been victimized by criminal activities. Specifically, it will be possible to focus on selected attributes of the victimization incidents and on the interactions between victims of crime and the Harrisburg police. Given the detail in which victimizations were explored in the survey, it will also be possible to provide several additional evaluations of police performance.

Finally, this section will explore the issue of what factors are associated with overall citizen satisfaction with the way City police officers handled victimization situations. This analysis will provide additional insights into the ways in which residents view police behavior in such situations.

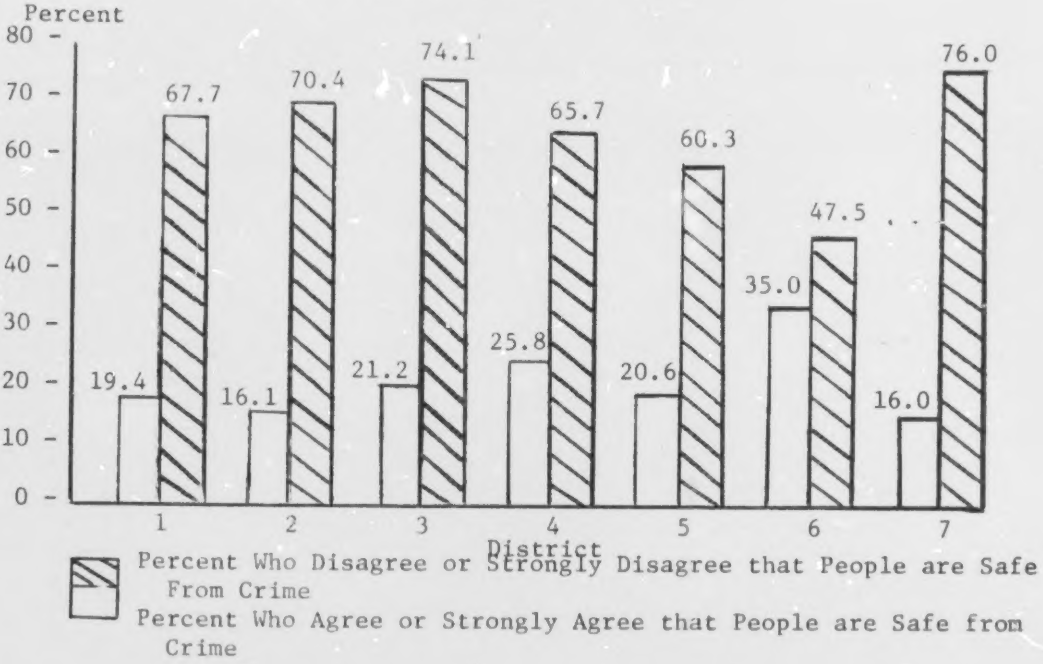
B. Perceptions of Neighborhood Crime Levels and Evaluations of Neighborhood Police Services

Perceived Safety from Crime and Evaluations of Police

It is evident from responses to the statement "A person is safe from crime in this neighborhood" that the bulk of the residents sampled do not feel that they are safe from crime where they live. Only eight respondents (out of a sample of 423 households) strongly agreed with the above statement. If respondents who either disagreed or strongly disagreed with the statement are taken together, nearly two thirds (64.5 percent) of those responding do not feel safe from crime. A total of 23 percent of the sample indicated they feel safe (agree or strongly agree) from neighborhood crime.

Chart 2

PERCENTAGES OF RESPONDENTS REPORTING PERCEIVED SAFETY FROM CRIME, BY DISTRICT



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If the total sample is broken into districts (see pages 22 through 29 for profiles of the seven districts), variation around the total sample percentages of those who disagreed or strongly disagreed with the above statement emerges. Chart 2 displays these data.

Examining the figures in Chart 2, Districts 7, 3, and 2 were substantially above the overall sample percentage of those who indicated they either disagree or strongly disagree with the statement. District 6, the Bellevue area of the City, was much lower than the overall percentage and was the only district where less than a majority of residents sampled disagreed with the statement.

Turning to general evaluations of neighborhood police services, three statements were included in the questionnaire: "The police provide good service to this neighborhood"; "Police do a good job in solving crimes committed in this neighborhood"; and "Residents in this neighborhood are not treated well by the police."

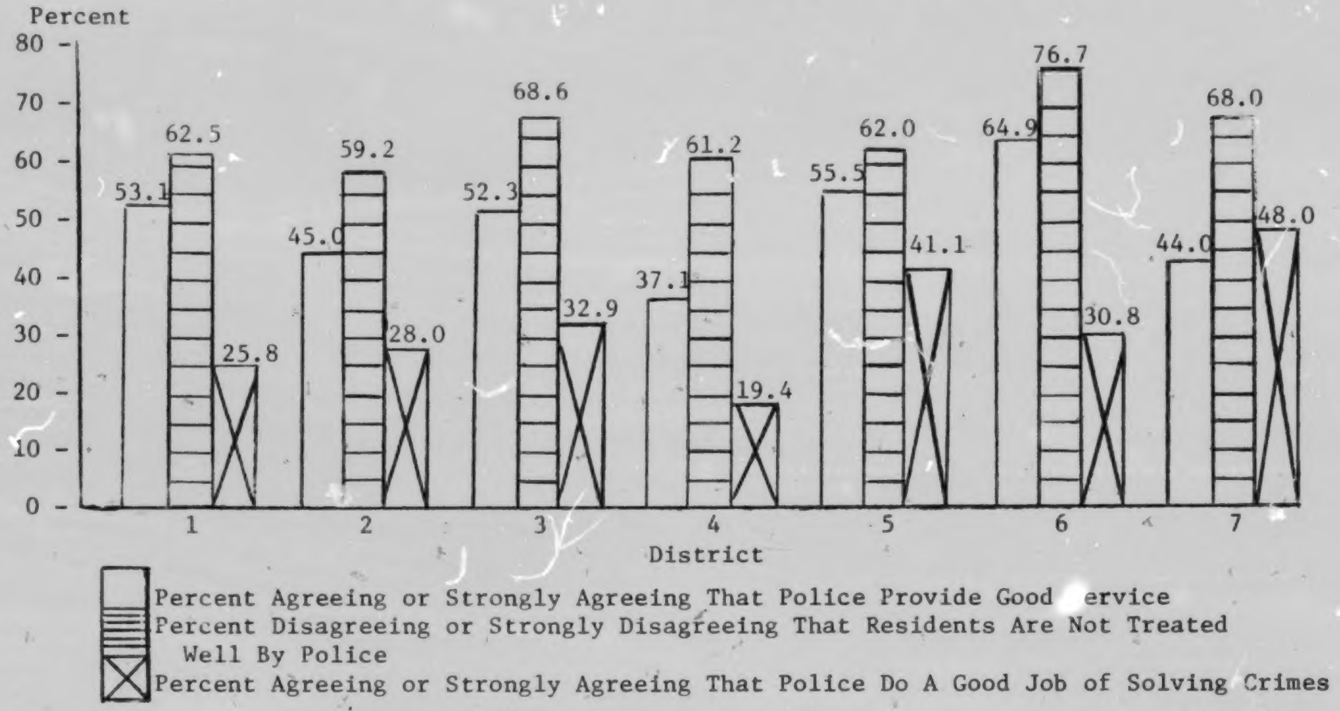
If the responses to these three statements are examined for the entire sample, interesting patterns emerge. A slight majority (52.3 percent), by either agreeing or strongly agreeing, indicated that police provide good service to their neighborhood; and a more substantial proportion (65.5 percent or nearly two-thirds) indicated that they disagree or strongly disagree that police do not treat residents well. However, when a more specific police activity, solving crimes, is suggested, only 32.6 percent of all respondents indicated they agree or strongly agree with the statement. It is worth noting that one fifth (20.4 percent) of all respondents reported that they do not know whether police do a good job in solving crimes committed in the neighborhood.

When the entire sample is broken into districts, it is possible to examine the variation around overall sample percentages. Chart 3 summarizes the findings with respect to the three statements for each of the seven districts.

With respect to the police services statement, respondents in Districts 4 (37.1 percent), 7 (44 percent), and 2 (45 percent) were most clearly less apt to agree that the police provide good service. District 6 respondents, on the other hand, were substantially more likely to report that they are getting good police services (64.9 percent). Focusing on the police treatment statement, no single area deviated by more than 6 percentage points below the overall sample percentage of those disagreeing with the statement. District

Chart 3

EVALUATIONS OF NEIGHBORHOOD POLICE SERVICES, POLICE TREATMENT OF CITIZENS, AND ABILITY TO SOLVE CRIMES, BY DISTRICT



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6, on the other hand, was again substantially different from the norm in that 76.7 percent of respondents disagreed with the statement.

The last of the three evaluative statements, directed towards an assessment of the ability of the police to solve crimes, elicited different distributions of responses in the districts. In particular, relatively small percentages of respondents in District 4 (19.4 percent) and District 1 (25.8 percent) agreed that the police do a good job of solving crimes. Relatively high percentages agreed in District 7 (48 percent) and in District 5 (the Allison Hill area) where 41.1 percent agreed.

Summary

It is useful to look for patterns within the set of findings reported thus far. In particular, by inspecting Charts 2 and 3, it is possible to discern whether any of the districts is consistently "bad" or "good" with respect to the four indicators of crime and neighborhood police services. The pattern emerging most clearly is that respondents in District 6, the Bellevue area, tended to be less concerned with crime and more favorable in their evaluations of neighborhood police services. Residents in District 7, on the other hand, were relatively unlikely to report they feel safe from crime, although they were more likely than anyone else to agree that police do a good job of solving crimes. Respondents in District 4 tended to be least favorable in their evaluations of the police - tending to agree in relatively small numbers that police services are good and that police do a good job of solving crimes.

Factors Associated with Perceptions of Crime and Evaluations of Neighborhood Police Services

In addition to describing the variations among the four factors (variables) within the sample, it is worthwhile examining the associations between perceptions of crime and evaluations of police on the one hand and the characteristics of persons who offered assessments of crime and the police on the other hand.

Four characteristics of respondents - race, sex, family income level, and education - will be used to give the reader a more precise idea of which subgroups in the survey sample responded in a given way to the four statements discussed thus far. To facilitate the presentation of these findings, primary emphasis will be placed on reporting relatively strong associations between variables.

Associations Between Perceived Safety from Crime and Respondent Characteristics

Female respondents were less likely to agree or strongly agree that a person is safe from crime in the neighborhood (18.8 percent of females compared to 30.0 percent of males). Females were more likely to disagree or strongly disagree with the statement as well (69 percent of females compared to 58.8 percent males).

There was a less pronounced, but nevertheless distinguishable, tendency for nonwhite respondents to agree less frequently than did white respondents that a person is safe from crime (nonwhite respondents, 19.3 percent; white respondents, 25.1 percent). Correspondingly, there were greater numbers in the nonwhite portion of the sample who disagreed or strongly disagreed that persons are safe from crime (70.4 percent for nonwhites, compared to 62.4 percent for whites).

Family income was also associated with perceived safety from crime in that if the entire sample is divided into families with incomes of $10,000 per year or less and families earning more than $10,000 respondents from higher income families were more likely to agree or strongly agree that persons are safe from crime (27.2 percent compared to 20.4 percent for lower income families). In addition, higher family income was associated with a tendency to disagree or strongly disagree less frequently with the statement (60.6 percent for higher income families compared to 70.2 percent for lower income families).

Associations Between Evaluations of the Police and Respondent Characteristics

Responses to each of the three statements pertaining to neighborhood police services can be displayed so that differences in responses among categories of the four respondent characteristics are observable. Table 18 presents this information.

If each of the four respondent characteristics is examined for associations with police evaluations, some interesting patterns emerge. The clearest pattern is one involving white and nonwhite evaluations of the police. Nonwhite respondents consistently evaluated the police less favorably, their opinions diverging from those of white respondents by as much as 18 percentage points.

Respondents having a family income of $10,000 or less tended to be less favorable in their general evaluations of the police (police services and police treatment) but more favorable when it came to evaluating ability to solve crimes committed in the neighborhood. An analogous pattern is apparent when one compares the responses of males and females to the three statements. Females tended to be less favorable of police in their general evaluations (again, police services and police treatment) but somewhat more favorable than males in their assessment of the Harrisburg Police Department's ability to solve neighborhood crimes. With respect to formal education, respondents having more education are slightly more likely to evaluate general police services positively. However, when asked to evaluate the crime-solving ability of the police, more highly educated respondents expressed less favorable opinions.

Table 18

COMPARISONS OF RESPONDENT CHARACTERISTICS AND EVALUATIONS OF THE POLICE

	Sex		Race		Family Income		Formal Education		
	Male	Female	White	Nonwhite	$10,000 or Less	More Than $10,000	Some High School	High School Graduate	More Than High School
Percentage who Agree or Strongly Agree that Police Provide Good Service	60.4%	51.7%	60.6%	42.6%	51.7%	62.1%	53.9%	56.6%	58.8%
Percentage who Disagree or Strongly Disagree that Police do not Treat Residents Well	75.8	72.2	77.8	64.8	65.5	80.1	72.2	76.1	75.0
Percentage who Agree or Strongly Agree that Police do a Good Job of Solving Crimes	36.0	43.4	44.9	29.8	45.4	35.9	43.5	44.3	33.7

Associations Between Victimizations and Perceptions of Crime and Evaluations of the Police

An additional attribute of respondents that could be strongly associated with perceptions and evaluations of crime and the police is whether a respondent or a household member has been the victim of criminal activities. Since a significant portion of the questionnaire focused on victimizations, it is possible to examine associations between the variables. At a later point in this section, the experiences that victims of crime have had with Harrisburg Police officers will be examined in depth. At this juncture, broad associations can be displayed as they are in Table 19.

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Table 19

COMPARISON OF NUMBER OF VICTIMIZATIONS AND PERCEPTIONS OF CRIME AND EVALUATIONS OF THE POLICE

	Nonvictimized Households	Victimized Households
Percentage who Agree or Strongly Agree that a Person is Safe from Crime	27.9%	12.7%
Percentage who Agree or Strongly Agree that Police Provide Good Service	58.7	49.2
Percentage who Disagree or Strongly Disagree that Police do not Treat Residents Well	75.4	71.1
Percentage who Agree or Strongly Agree that Police do a Good Job of Solving Crimes	44.1	34.5

By inspecting the percentages, it should be clear that there was a consistent tendency for respondents in victimized households to perceive themselves as being less safe from crime and to evaluate different aspects of police services less favorably.

Summary

If all five respondent characteristics (sex, race, family income, education, and victimizations) are examined for associations with the four crime- and police-related variables (safety from crime, quality of police services, treatment by police, and crime-solving ability), the most consistent patterns emerge with respect to race and victimizations. Nonwhite respondents or household-victimized respondents consistently expressed less favorable evaluations of police and less of a belief in their safety from crime. The response differentials between white and nonwhite respondents tended to be greater than those between victims and nonvictims.

Two other respondent characteristics, sex and family income, were also associated with the four perception and evaluation variables, although the direction of the associations was reversed with respect to one evaluation variable (crime-solving ability). Males tend to be more favorable than females in their evaluations (with the exception of crime-solving ability) and more likely than females to feel safe from crime. Those with higher incomes also tend to be more favorable than those with lower incomes in their evaluations (excepting crime-solving ability) and more likely to feel safe from crime.

Education as an attribute of respondents did not appear to be consistently associated with the four perception and evaluation variables. Where trends did emerge, they tended to be weak, indicating that this respondent characteristic is not very useful as a predictor of responses to the four statements that have been examined thus far.

C. Analysis of Assists by the Police

Total Sample and District Descriptions

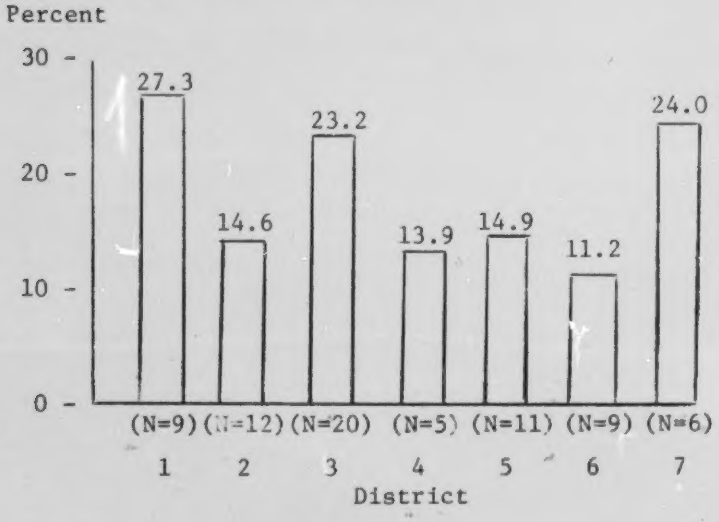
Focusing on the entire sample, a total of 86 households (20.1 percent) had been assisted by the police during the period of time from January 1, 1974, to the date of the interview. Because assists tended to be distributed among several different police departments, respondents were asked to distinguish between assists rendered by the Harrisburg police and other agencies. Seventy-two respondents (83.7 percent) reported that their households had been assisted by the Harrisburg Police Department.

Of those household members reporting some kind of Harrisburg Police assistance, the largest proportion (34.3 percent) reported that automobile troubles (a stalled car or car accident, for example) were involved in the incident. Smaller proportions of those assisted indicated that a family illness or death was responsible for police assistance (14.3 percent); some noise or nuisance (barking dogs, for example) was involved (12.9 percent); the police made a security-related check of the house (11.1 percent); the police helped in accident situations not involving an automobile (10.0 percent); or the police helped alleviate a family problem (a lost child or an accidentally locked house, for example) (7.1 percent).

If the sample is broken down so that a description of police assists is obtained for each district, the results can be displayed

Chart 4

PERCENTAGES OF HOUSEHOLDS ASSISTED BY THE POLICE IN EACH DISTRICT



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as they are in Chart 4. The percentages vary from one district to the next, although none of them diverge more than 10 percentage points from the overall sample percentage (17.0 percent). The small number of assists in each district (illustrated by the bracketed numbers in Chart 4) limits the reliability of reported percentages of different types of assists within districts. It is possible, however, to state that in most districts, excepting Districts 5 and 6, the plurality of assists involved automobile-related incidents - a finding which corresponds to the overall sample description. In District 5 (the Allison Hill area), 45.5 percent of those assisted involved the police to ameliorate a noise or nuisance problem, whereas 27.3 percent of those assisted had an automobile-related problem. In District 6 (the Bellevue area), 44.4 percent of those assisted reported that the police had performed a security check or house check for them, 22 percent needed police assistance to deal with a family illness, and only 11 percent received assistance in an automobile-related incident.

Respondent or Household Characteristics Associated with Police Assistance

Although the small numbers of assists in each district limit analyses that might be done on a district-by-district basis, it is possible to examine the data for whole-sample associations between number of assists by police (in this case, both Harrisburg and non-Harrisburg Police assists) as a household attribute and the four characteristics (sex, race, income, and education) discussed in conjunction with the crime perception and police evaluation statements. When the data are examined, none of the four characteristics is strongly associated with whether a respondent or household member was assisted by the police. The strongest association occurs with respect to household income; 24 percent of families earning more than $10,000 annually were assisted, whereas 17.3 percent of those earning $10,000 or less were assisted. Households where a nonwhite person responded to the questions were assisted at a rate of 18.1 percent, and households where the respondent was white were assisted at a rate of 20.7 percent. Neither respondent education nor sex was associated with the number of assists.

Summary

Overall, 17 percent of the sample reported assists by the Harrisburg Police Department. The most frequent type of assist involved automobile-related incidents. When assists are broken down by district, there is still a tendency for automobile-related incidents to be cited as the reason for police assistance, although in the Bellevue area (District 6) a plurality of respondents (44.4 percent) indicated that police assistance had taken the form of security checks on their houses. In the Allison Hill area (District 5), 45.5 percent of respondents had received assistance to ameliorate a noise or nuisance problem - the most frequent reason reported there. No strong associations between number of police assists and four respondent characteristics were observed.

D. Analysis of Stops by the Police

Overall Sample and District Description

A total of 82 respondents, 19.4 percent of all respondents interviewed, reported that a member of their household had been stopped by a police officer while on the street or driving a car. As was the case for the assists question, the suggested time frame was from January 1, 1974, to the date of the interview. Sixty-three households (14.9 percent of the entire sample and 76.8 percent of all those stopped) had had a member stopped by the Harrisburg City Police. The following discussion of this type of citizen-police interaction will focus on incidents involving the Harrisburg Police, where possible.

Respondents were asked to explain why the police had stopped them (or a household member). Fifty-four percent indicated they had been stopped for a traffic violation, another 20.6 percent mentioned being stopped for a routine check, and another 14.3 percent cited a vehicle deficiency (no tail lights or an expired inspection sticker, for example) as the reason. The smallest percentage (11.1 percent) stated they were stopped because of police suspicion that they were criminal offenders.

To obtain an evaluation of police performance in this type of situation, respondents were asked how they had been treated by the police when stopped. Of those responding, 44.3 percent reported good or excellent treatment, another 34.4 percent said they were treated adequately, and 21.3 percent indicated their treatment had been poor or very poor.

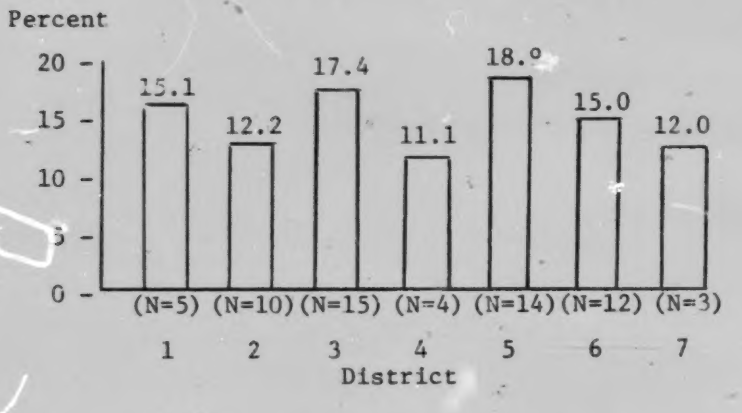
To obtain an indication of the variation among percentages of households stopped by district, it is useful to break down the total sample figures as has been done in Chart 5. Given that the total sample percentage of households where a member had been stopped was 14.9 percent, there is not a great deal of variation in that figure across the seven districts. As was the case for assists, the small frequencies of those stopped makes detailed analysis on a district basis unadvisable. It is possible, however, to make some general comparisons among districts.

The most frequent reason for being stopped tended to be traffic violations, although in District 1 this reason was cited as frequently as was vehicle defects (each constituted 40 percent of the reasons offered); in District 4 this reason was tied with routine checks (each was 50 percent); and in District 7 traffic violations, vehicle defects, and routine checks each accounted for 33.3 percent of all reasons cited.

Although the overall sample percentage of those reporting good or excellent treatment was 44.3 percent, there was considerable variation among districts - from a high of 75 percent in District 6 (the Bellevue area) to a low of 28.6 percent in District 5 (the Allison Hill area). Several other districts tended to be low in this regard -

Chart 5

PERCENTAGES OF HOUSEHOLDS STOPPED BY THE POLICE
IN EACH DISTRICT



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District 2 with 30 percent and District 3 with 33.4 percent. Again, it is important to note that these percentages are based on a small number of responses, making them relatively more sensitive to changes due to one respondent having selected a higher or lower evaluative rank for his or her police treatment.

Respondent or Household Characteristics Associated with Being Stopped by the Police

As was the case with respect to police assists, it is not possible to isolate the subpopulation stopped by the Harrisburg Police and then examine the data for associations between whether a respondent was stopped or not and other personal or household characteristics. Thus, part of the following discussion will focus on all respondents who were stopped either by Harrisburg Police or by another force. It is possible, however, to examine associations between evaluations of police treatment when stopped and respondent characteristics for just those respondents stopped by Harrisburg Police officers.

When associations between sex, race, income, and education and being stopped or not are examined, no strong associations emerge. The strongest one is that between race and being stopped, where 17 percent of the white subsample reported being stopped and 25.4 percent of the nonwhite sample indicated they or a household member had been stopped. A somewhat weaker association emerges between family income and being stopped; 16.8 percent of those reporting a family income of $10,000 or less had been stopped, whereas 23 percent of those earning more had been stopped. A slightly higher percentage of males (22.4 percent) had been stopped than females (17.4 percent).

Turning to evaluations of police treatment when stopped, several associations with respondent characteristics are worth reporting. The most noticeable difference in evaluations occurs between those respondents reporting a family income of $10,000 or less (36 percent indicated police treatment was excellent or good) and those over $10,000 (53.3 percent indicated police treatment was good or excellent). Almost as large a difference occurs between nonwhite respondents (36.7 percent indicated police treatment was good or excellent) and white respondents (51.6 percent reported good or excellent treatment). A smaller difference occurred between males and females; 48.5 percent of the latter group reported good or excellent treatment, whereas only 39.3 percent of the males reported similar treatment. As was the case with respect to frequency of stops, education levels were not consistently associated with evaluations of police treatment.

Summary

Of all households samples, 14.9 percent reported that a member had been stopped by the Harrisburg Police during the January, 1974, through April, 1975, period. The most frequent reason (offered by 54 percent of respondents) was a traffic violation, followed by routine checks (20.6 percent) and then vehicle deficiencies (14.3 percent).

Overall, 44.3 percent of those responding reported good or excellent treatment by the police when stopped. When the sample is divided among the seven districts, the percentage of respondents reporting good or excellent treatment varied from a high of 75 percent in District 6 to a low of 28.6 percent in District 5.

A larger percentage of nonwhites (25.4 percent) were stopped by police than were whites (17 percent). Those reporting a relatively low family income ($10,000 or less) tended to be stopped somewhat less frequently (16.8 percent) than did those with higher incomes (23 percent).

The most distinctive differences among subpopulations occurred with respect to evaluations of treatment by the Harrisburg Police when stopped. Those having family incomes of $10,000 or less reported good or excellent treatment 36 percent of the time, whereas higher income types reported good or excellent treatment 53.3 percent of the time. Differences of a similar magnitude appeared between nonwhite respondents (36.7 percent reported good or excellent treatment) and white respondents (51.6 percent reported good or excellent treatment). Smaller but still considerable differences were observable between males (39.3 percent indicated good or excellent treatment) and females (48.5 percent indicated good or excellent treatment).

E. Analysis of Criminal Activity Involving Harrisburg Citizens

Overall Sample Description

It is clear from the strong overall tendency to report that persons are not safe from crime in their neighborhoods that crime is a major problem in Harrisburg. This conclusion is substantiated by the fact that 127 households (30 percent of those households surveyed) had been victims of criminal activity during the period from January 1, 1974, to the date of the interview. Of those 127 households, 27 (21 percent) had been victimized more than once.

Because of the importance of crime-related activities to the objectives of the Harrisburg Police, it is worthwhile examining in some detail this aspect of citizen experiences in the City and the citizen-police interactions stemming from victimization incidents. Detailed analysis is facilitated by the number of questions related to victimization incidents that were asked of respondents. In fact, provision was made for recording information and evaluations for up to two victimization incidents per household. In the sample then, 127 households were victimized; but 27 of these were victimized at least twice, making it possible to examine a total of 154 separate victimization incidents. Where possible, all 154 incidents will be examined in the following discussion.

The crimes committed were classified so they could be fit into the Federal Bureau of Investigation's descriptions of Part One and lesser (Part Two) offenses. Table 20 summarizes the crimes, listing Part One Person offenses (Assault and Robbery), then Part One Property offenses

Table 20

TYPES OF CRIMES COMMITTED

Type	Percent of All Crimes
Assault	5.8%
Robbery	10.3
Burglary	20.7
Larceny or Theft	38.9
Auto Theft	3.8
Vandalism	17.5
Prowlers	1.2
Other	1.2

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(Burglary, Larceny or Theft, and Auto Theft), then Part Two incidents (Vandalism, Prowlers, and Other).

It is clear that larcenies or thefts, exemplified by incidents like stolen bicycles, were the most frequent incident, accounting for nearly two fifths of all victimizations. Burglaries accounted for another fifth of all incidents, with vandalism (broken windows or damaged property, for example) accounting for almost another fifth of reported incidents. Robberies were relatively less frequent, although they accounted for a tenth of all victimizations. Reported assaults and auto thefts were relatively infrequent incidents.

An important decision, given that a household has been victimized, is whether to involve the police in the incident. Seventy percent of the incidents resulted in some household member calling the police. If respondents indicated that the police were not called, they were asked why. Fifty-two percent indicated that calling the police wouldn't do any good, in part because of a lack of evidence or an inability to identify suspects. Another 15 percent indicated that the incident was not important enough to report. Nine percent of those not calling indicated that someone else outside the victimized household had contacted the police, and another 6.5 percent indicated that the police happened to be nearby when the incident was discovered or occurred. Another 6.5 percent decided the incident could be settled without involving the police; that is, they could handle the situation themselves.

A different way of looking at the issue of calling the police is to examine the association between the type of crime committed and whether someone called the police. If the reported crimes are categorized into Part One Person, Part One Property, and other offenses, it is the case that more households (80 percent) called the police when a Part One Person offense occured than did households for Part One Property offenses (68 percent) or other crimes (67 percent).

If the police were called, respondents were asked to estimate the response time to their call for service. Table 21 displays the distribution of responses to this question. The table indicates that approximately 45 percent of all recorded response estimates were 15 minutes or less. If the first two categories in the table are taken together, 73.3 percent of police responses occurred in 30 minutes or less.

To ascertain how sampled respondents reacted to their estimate of response time, they were asked whether they were satisfied with the rate at which the police responded; 68.2 percent indicated they were satisfied, 25.2 percent indicated they were not, and the remaining

Table 21

POLICE RESPONSE TIMES

Time	Percent of All Responses
1 to 15 minutes	44.9%
16 to 30 minutes	28.4
31 to 45 minutes	3.6
46 to 60 minutes	7.3
61 to 90 minutes	0.0
More than 90 minutes	3.6
Not at all	3.6
Other	5.5
Don't Know	2.7

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respondents indicated they were not sure. If estimated response time is compared with degree of satisfaction with response time, it is clear that the shorter the response time the more likely is the respondent to express satisfaction with it. Ninety-one percent of those who estimated response time to be 15 minutes or less were satisfied, whereas 55.5 percent estimating response time to be between 16 and 30 minutes were satisfied. Only 38 percent of those indicating a response time of greater than 30 minutes were satisfied.

For those incidents where the police were involved, respondents were asked to describe what the officer(s) did when he (they) arrived on the scene. Eighty-four percent of those responding indicated that the police either took down information to make a report, or they checked the scene over. Another 8.6 percent reported that police either apprehended suspect(s) or questioned suspects. Four percent indicated the police did nothing.

Respondents were asked whether they were satisfied with what the police did when they arrived. Unlike the distribution of answers for the comparable response time question, only 55.5 percent indicated they were satisfied, whereas a third of the respondents said they were not. The remainder were not sure whether they were satisfied. Of those persons reporting that the police either took down information or checked the scene over, 61.8 percent were satisfied with what the police did. Seventy-five percent of those indicating that the police apprehended suspects or questioned suspects were satisfied with what the police did.

Pursuing the sequence of events related to victimization incidents, respondents were asked whether there was any follow-up investigation; 35 percent of those respondents who reported that the police were involved indicated that there was follow-up, 56 percent responded in the negative, and another 8.6 percent did not know. Another partial evaluation of police performance was elicited by asking respondents who indicated there was follow-up whether they were satisfied with it. While 57.7 percent indicated they were satisfied, one third, a similar proportion to those not satisfied with the on-the-scene investigation, indicated they were not. The remainder (6.7 percent) were not sure if they were satisfied.

Respondents, regardless of whether they had actually called the police or not, were asked whether anyone had ever been arrested for the crime. Only 14.6 percent indicated that someone had been arrested, whereas 74 percent said no one had. Eleven percent said that they did not know. It is interesting to examine the association between the type of crime reported by the respondent and whether anyone was arrested for that crime. The clearance rate for Part One Person offenses (assault and robbery) is 30 percent; for Part One Property offenses (burglary, larceny or theft, and auto theft), it is 12.5 percent; and for vandalism, it is 5 percent.

The final question related to victimization experiences was intended to elicit an assessment of overall police performance through the various stages of the victimization incidents. Of those responding, 46.4 percent indicated that they were satisfied with the police overall, whereas 43.7 percent responded that they were not. Almost exactly 10 percent were uncertain if they were satisfied with overall police performance with respect to reported victimization incidents.

Summary

The most frequent type of criminal activity reported by respondents in victimized households was larceny or theft (38.9 percent). Less frequent, but substantial, percentages of those victimized reported burglaries (20.7 percent) or vandalism (17.5 percent). Part One Person offenses (assault and robbery) were reported for 16.1 percent of incidents. A considerably smaller percentage of auto thefts (3.8 percent) were reported.

The police were called by a household member for 70 percent of the reported incidents. The main reason given for not calling was that it would do no good, in part because of a lack of evidence and in part because no suspect(s) could be identified. Eighty percent of victimized households contacted the police where a Part One Person offense had been committed. A lesser number (68 percent) notified the police when a Part One Property offense had been committed.

Forty-five percent of all estimated response times were 15 minutes or less. More than 90 percent of those estimating response time to be in this range were satisfied with it. Longer response times tended to produce a smaller percentage of those satisfied; 16 to 30 minutes corresponded to 55.5 percent being satisfied, and more than 30 minutes corresponded to only 38 percent being satisfied.

The bulk of on-the-scene police activity (84 percent) consisted of taking down information for a report or checking the scene over. While 61.8 percent of respondents indicated they were satisfied with this activity, 75 percent expressed satisfaction when suspects were questioned or arrested.

Respondents were asked whether anyone was ever arrested for the crime; 14.6 percent responded in the affirmative. If estimated arrest rate is associated with different types of crimes, Part One Person offenses were cleared by arrest 30 percent of the time, Part One Property offenses were cleared 12.5 percent of the time, and the clearance rate for vandalism was 5 percent.

Finally, 46.4 percent of those asked expressed overall satisfaction with police involvement in their victimization incident, whereas an almost equal proportion, 43.7 percent, expressed dissatisfaction.

Characteristics of Victims and Nonvictims of Crime

An important question that can be raised in conjunction with a discussion of criminal victimizations is: Are there discernible differences between the subpopulation in Harrisburg that had been victimized during the January, 1974, to April, 1975, period and the subpopulation that had not? In other words, were some groups more vulnerable to criminal victimizations than others?

To answer this question, a variety of respondent and household characteristics were examined for associations with the number of victimizations reported in the interview schedule. Characteristics included were: race of respondent, sex of respondent, family income of respondent, education of respondent, age of respondent, housing tenure of respondent's household (whether buying, owning, or renting the current dwelling unit), respondent's time in the neighborhood, number of people in the household, occupation of head of the household, and the sex of the head of the household. Although these attributes were selected to provide a variety of indicators of the types of people (and households) that tended to be victimized, not all served to distinguish between those victimized and those not.

Table 22 displays the results of this analysis, taking respondent or household characteristics, breaking them into categories, and then stating the relative likelihood that category groups will be subject to victimizations. Given that the overall sample proportion of households victimized was 3 out of 10, or 30 percent, those category groups deviating 4 percentage points or more beyond this overall percentage have been identified as being relatively more or less likely to be victimized. Category groups within 4 percent of the overall percentage have been labeled as average in terms of likelihood of victimization.

As can be seen from the table, few category groups are victimized relatively more or less frequently than is the overall population. However, the ones that do deviate tend to form a pattern. Focusing on those category groups where victimizations are less likely, older or retired respondents or respondents having resided in an area for more than ten years or households with one or two persons appear to be less prone to

Table 22

RELATIVE LIKELIHOOD OF VICTIMIZATION BY RESPONDENT CHARACTERISTICS

Characteristic	Category Group	Percent and Relative Likelihood of Victimization		
		Less	Average	More
Race	White		28.5%	
	Nonwhite		31.2	
Sex	Male		29.1	
	Female		30.8	
Family Income	$10,000 or Less		33.7	
	Greater than $10,000		27.3	
Education	Less than High School Graduate		28.8	
	High School Graduate		30.1	
	More than High School		32.4	
Age	Less than 30 Years			35.4%
	30 to 64 Years		29.0	
	65 Years or More	24.4%		
Housing Tenure	Buying or Own		29.0	
	Renting		31.8	
Years in Neighborhood	10 Years or Less		33.0	
	More than 10 Years	25.6		
Number in Household	One Person	20.0		
	Two People	25.4		
	Three or More People			37.9
Occupation of Head of Household	Professional, Technical, or Managerial		30.8	
	Nonprofessional Workers		33.0	
	Nonworkers			38.3
	Retired	18.8		
Sex of Head of Household	Male		28.0	
	Female		33.3	

victimizations. To the extent that these attributes covary, the five category groups can be said to describe a respondent or household that tends to be victimized relatively less frequently.

The three category groups that are relatively vulnerable to victimizations (those less than 30 years of age; those households with three or more members; or those households where the head is either a student, housewife, or is unemployed) also suggest a description of a respondent or household that is more likely to be victimized than is the rest of the population in Harrisburg.

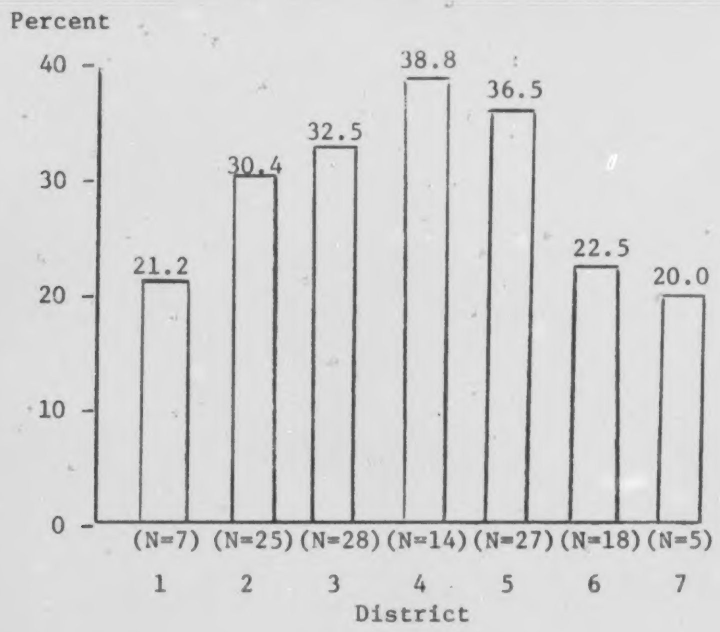
Relative Victimization Rates Among Districts

Given the differences among district characteristics reported in Section II of this report, it is worthwhile examining the variation in victimization rates among the seven districts. Chart 6 displays the number and percentage of all households sampled in each district that reported at least one victimization during the time period suggested in the interview schedule.

The rates vary from a high of 38.8 percent in District 4 to a low of 20 percent in District 7. Respondents in District 6, who tended to be relatively favorable in their evaluations of police services and police-citizen interactions, were victimized 22.5 percent of the time - a rate that indicates a relatively low crime rate. Respondents in District 5, on the other hand, were victimized at nearly the same rate as were those in District 4; and this finding tends to correspond to the relatively less favorable evaluations offered of police services and police-citizen interactions.

Chart 6

PERCENTAGES OF HOUSEHOLDS VICTIMIZED, BY DISTRICT



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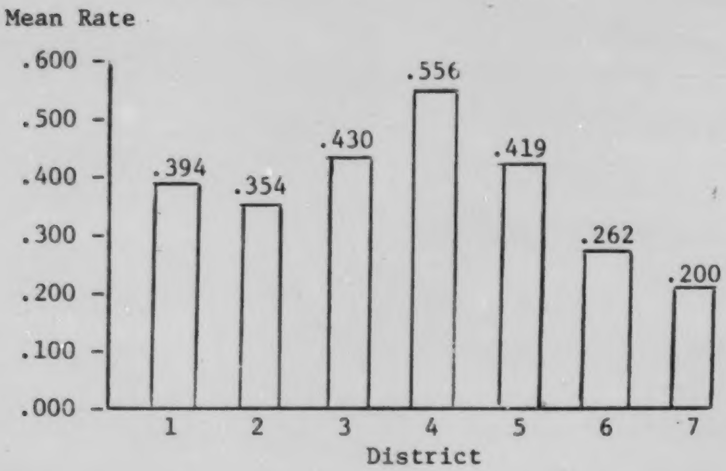
An overall picture of the crime levels in different parts of Harrisburg indicates that the area east of the rail yards (the Allison Hill area and adjacent areas to the north of the Hill) tends to have higher victimization rates than for the entire population. (Recall that the overall rate was 30 percent.) Low-crime areas appear to be the Downtown area (District 1) and the southeast portion of the City (District 7).

An alternative way of looking at relative victimization rates that takes into account multiple victimization for households is to take the mean number of victimizations per household in each district. Chart 7 presents these statistics.

Chart 7

MEAN VICTIMIZATION RATES IN EACH DISTRICT



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As can been seen, District 4 is again ranked first in terms of crime rate measured in this way; and District 7 is ranked lowest on this scale. Other high-crime areas (in a relative sense) include Districts 3 and 5 - well above the overall sample mean of .374 victimizations per household. The other low-crime area appears to be District 6 with a rate of .262 victimizations per household.

Victimizations in High- and Low-Crime Districts of Harrisburg

The variation in victimization rates, together with differences in the social and economic characteristics of the various districts used in this report, affords an opportunity to examine in some depth the nature of the victimization incidents and aspects of citizen-police interactions in such situations for areas of the City that are relatively more or less prone to crime. In the analysis which follows, responses of victims (or victimized households) to the range of victimization-related questions discussed previously will be examined in one district where the victimization rate (measured by the mean rate per household) is high and then compared to responses in one where the rate is low. Such comparison should yield additional information concerning the manner in which citizens perceive and evaluate police behaviors in high- and low-crime areas of Harrisburg.

Given the number of victimized households in each district, it is important to select areas that not only have high or low crime rates, but which have a sufficient number of victims to permit sound detailed analysis as well. By inspecting Chart 6, it is clear that Districts 2, 3, 5, and 6 have the greatest absolute number of victimized households. Also, the victimization rates in the first three mentioned tend to be high, whereas that in District 6 is low. Thus District 6 is an appropriate low-crime choice. District 5 was chosen as the high-crime area because of its relative homogeneity and its proximity to District 6. Homogeneity is an important attribute in that generalizations from a limited number of randomly chosen households in a district are more valid where the social and economic characteristics of all households in the district are similar.

Because there are a total of 18 victimized households in District 6 and 27 in District 5, the analyses which follow will necessarily include reported percentages based on small numbers of cases. The magnitude of percentages in such situations tends to be sensitive to responses from one or two respondents, making the reliability of percentages more of a problem than for larger groups. Where percentages are based on small numbers of cases (less than five), the number of cases will be reported together with the percentage.

Types of Victimizations in High- and Low-Crime Districts

If all reported household victimizations are classified by the type of crime committed, some interesting comparisons are possible between the two districts. A total of 12.4 percent of those incidents reported in District 5 were Part One Person crimes (assaults and robberies). In District 6, the low-crime area, 33.3 percent of all incidents were described as Part One Person offenses. This is the major difference between the two areas in terms of crimes reported in the interviews and indicates that although the rate of victimization was greater in District 5 the seriousness of the crimes reported in District 6 tended to be greater. The other difference is that vandalism accounted for 18.7 percent of all incidents in District 5, whereas only 4.8 percent in District 6 cited vandalism as a type of crime. If all Part One Property offenses are aggregated for each district, the percentages are quite similar (65.5 percent for District 5 and 61.8 percent for District 6).

Similar percentages of respondents indicated that a household member had called the police in the two districts - 68.7 percent in District 5 and 71.4 percent in District 6. When asked for reasons why the police were not called, respondents in the two areas tended to offer similar ones - the most frequent reason in both districts being that nothing could be done even if the police were called.

If the police were called, estimates of response time were different for each district. In District 5 (the high-crime area), 45.4 percent of those who called indicated that the police arrived within 15 minutes, while 62.5 percent of those respondents in District 6 estimated response time to be in the same range. However, an additional

36.3 percent indicated response time was in the 16-to-30 minute range in District 5, whereas only 12.5 percent in District 6 estimated in the same range. Satisfaction with response time did not vary much between the two districts; 80 percent in District 6 were satisfied, whereas 77 percent in District 5 were satisfied.

When asked what the police did when they arrived, most respondents in both districts tended to indicate that they either asked questions to make a report or they checked around the scene (86.7 percent in District 6 and 77.2 percent in District 5). However, the evaluations offered of the activities undertaken by police were quite different for the two districts. Less than one half (45.4 percent) of those in District 5 were satisfied with what the police did on the scene, whereas 73.3 percent in District 6 indicated they were satisfied.

Respondents were asked whether there was any follow-up investigation. Of those responding in District 5, 40.9 percent indicated there was, whereas only 25.0 percent in District 6 reported follow-up. However, only 4 of the 9 respondents indicating follow-up in District 5 were satisfied with it, whereas all 4 respondents (100 percent) in District 6 were satisfied.

When asked whether anyone had ever been arrested for the crime, 20.0 percent of those responding from District 5 indicated that an arrest had occurred; and 11.1 percent in District 6 reported that an arrest related to the incidents they described had occurred.

Finally, when asked to evaluate overall police involvement in reported victimization incidents, more than two thirds (68.8 percent) in District 6 indicated they were satisfied, whereas only 27.2 percent in District 5 were satisfied.

Summary and Comparisons with the Entire Sample

Comparing the distributions of responses in the high- and low-crime districts to those in the overall sample, the proportion of Part One Person offenses reported in District 6, the low-crime area, (33.3 percent) was considerably higher than that in the entire sample (16.1 percent). In fact, the overall sample percentage is somewhat higher than for District 5, the high-crime area (12.4 percent). If comparisons among the rates of Part One Property offenses are made, the proportions reported in Districts 5 and 6 (65.5 percent and 61.8 percent respectively) are quite close to the overall sample percentage (63.4 percent).

In the sample as a whole, 70 percent of reported incidents eventuated in a household member calling the police - a figure that is similar to those in each of the two districts (68.7 percent in District 5 and 71.4 percent in District 6). Estimates of response times when the police were called indicate that in District 6 police were perceived as arriving more quickly than for the whole sample. While 62.5 percent reported police arrived within 15 minutes in District 6, 45 percent placed response time in the same range for the whole sample. Forty-five percent of those responding in District 5 placed response time in the 1-to-15 minute range.

Comparisons among evaluations of response time indicate that in Districts 5 and 6 people tend to be satisfied more frequently (77 percent in District 5 and 80 percent in District 6) than for the entire sample (68.2 percent).

Descriptions of what police did upon arriving are similar for both districts and for the entire sample; 84 percent in the whole sample reported the police either took down information for a report or checked around the scene, and 86.7 percent in District 6 and 77.2 percent in District 5 responded similarly. Satisfaction with on-the-scene police activities is clearly higher in District 6 (73.3 percent) than for either the whole sample (55.5 percent) or for District 5 (45.4 percent).

Percentages of victims reporting follow-up show that in District 6 only 25 percent of the reported incidents resulted in police follow-up investigation, whereas in District 5, 40.9 percent reported follow-up - a percentage greater than in the whole sample (35 percent). Evaluations of follow-up differed a great deal between districts and the entire sample. Whereas 100 percent of those in District 6 were satisfied with the follow-up (4 out of 4 respondents), only 4 out of 9 (44.4 percent) in District 5 were satisfied. In the entire sample, 57.7 percent indicated they were satisfied.

Comparisons of arrest rates are also interesting in that for District 6, only 11.1 percent of reported incidents were perceived as having ended in an arrest, whereas for District 5 the percentage was 20.0. For the entire sample, the figure is 14.6 percent, indicating that the arrest rate in the high-crime area is somewhat higher than for the entire sample.

Finally, in evaluating overall police involvement in reported victimization incidents, more than two-thirds (68.8 percent) in

District 6 indicated satisfaction, whereas only 27.7 percent in District 5 were satisfied. The percentage for the entire sample falls in between (46.4 percent) and indicates that in the high-crime area overall satisfaction is considerably lower than for the whole sample; whereas in the low-crime area, the percentage of those satisfied is a great deal higher.

Several differences between District 5 (the high-victimization-rate area) and District 6 (the low-victimization-rate area) stand out. First, although the mean number of victimizations in District 5 is higher, the proportion of serious crimes (Part One Person offenses) reported in District 6 is higher (33.3 percent). Second, for three of the four questions intended to elicit partial evaluations of police activities through the sequence of events surrounding victimization incidents, responses were much more favorable in District 6. Evaluations of on-the-scene police activities, of follow-up investigation, and of overall police performance consistently pointed to "better" policing in District 6. With respect to response time, a slightly higher percentage of those in District 6 were satisfied.

In sum, even though more serious crimes were committed against households in District 6, those households tended to evaluate the police much more favorably than did victimized residents in District 5.

F. Factors Associated with Overall Satisfaction With Police Behaviors in Victimization Situations

Description of the Variables

It is clear from the discussion of victimization incidents in high-crime and low-crime areas that a major difference is the percentage of persons who expressed overall satisfaction with what the police did. This difference was not explained in that portion of the discussion but merits consideration nevertheless. Because of the relatively small numbers of cases in Districts 5 and 6, it is not advisable from a statistical perspective to explore the issue of overall satisfaction based on an analysis of these two areas alone. Thus, in the discussion which follows, the entire set of households reporting victimizations will be included in the analysis.

Given that 127 households from the sample of 423 households reported a victimization incident in the 15-month period prior to when the survey was conducted and 27 of these households were victimized more than once, a total of 154 incidents can be analyzed. Of these, 111 were reported to the police, which means that this analysis is based on these cases - cases which actually involved interactions between the police and members of victimized households.

It should be pointed out that the survey respondent is not in every case an individual who had been victimized. Rather, the respondent is an adult member of a household which had been victimized or had some member who had been victimized.

With respect to each victimization incident where the police were involved, respondents were asked: "Overall, were you satisfied with what the police did?" The possible responses were "yes," "no," and "uncertain"; and in most of the bivariate analyses which follow, this variable has been treated as a dichotomy by grouping "no" and "uncertain" responses together.

Three sets of independent variables were hypothesized to relate to overall satisfaction and are included in the analysis. The first consists of situation-related variables representing the type of crime and police actions as observed or remembered by the respondent. Clearly, the respondent's perceptions of the "facts" regarding the way in which the police handled the victimization would be expected to influence substantially his overall evaluation of their performance.

The second set of variables related to expressed satisfaction with police actions at various stages of handling the incident, from the initial response to the completion of the investigation. These can be used to link performance at the various stages with overall satisfaction with police performance. These partial satisfaction variables serve as composite measures of satisfaction with what the police do at a given point and thus provide an indication of the relative importance of these stages in determining overall satisfaction. In addition, they can be treated as dependent variables in their own right to provide partial evaluations of police performance and to show where in the process improvement is most urgently needed from the citizen's point of view.

The third set of independent variables consists of a set of socio-economic descriptions of the respondent or household which might be associated with police actions, respondents' reactions to those actions, or expectations about what the police should do or be able to do. They were included because analysis of other portions of the present survey revealed strong associations between certain socio-economic variables and general outlook toward crime and police services.

Associations with Situational Variables

A number of the variables concerning the victimization and police actions were found to be highly associated with overall satisfaction.

Table 23

RESPONDENTS' OVERALL SATISFACTION WITH POLICE, BY SITUATIONAL AND PARTIAL SATISFACTION VARIABLES

Type of Crime

Overall Satisfaction	Part One Person	Part One Property	Part Two	Total
Satisfied ("Yes")	14 (70%)	27 (39%)	10 (45%)	51 (46%)
Dissatisfied or Uncertain ("No" or "Uncertain")	6 (30%)	42 (61%)	12 (55%)	61 (54%)
Total Numbers	20	69	22	111

Response Time

Overall Satisfaction	10 Minutes or Less	11 to 20 Minutes	21 to 45 Minutes	More than 45 Minutes*	Total
Satisfied	21 (72%)	11 (35%)	6 (32%)	4 (25%)	42 (44%)
Dissatisfied or Uncertain	8 (28%)	20 (65%)	13 (68%)	12 (75%)	53 (56%)
Total Numbers	29	31	19	16	95

*Includes 4 cases in which the police were not known by the respondent to have responded to the call for service.

Level of Satisfaction with Response Time

Overall Satisfaction	Satisfied with Response Time	Dissatisfied with Response Time or Uncertain	Total
Satisfied	41 (59%)	6 (19%)	47 (46%)
Dissatisfied or Uncertain	29 (41%)	26 (81%)	55 (54%)
Total Numbers	70	32	102

Level of Satisfaction with Initial Investigation

Overall Satisfaction	Satisfied with Initial Investigation	Dissatisfied with Initial Investigation or Uncertain	Total
Satisfied	43 (77%)	4 (9%)	47 (46%)
Dissatisfied or Uncertain	13 (23%)	42 (91%)	55 (54%)
Total Numbers	56	46	102

Level of Satisfaction with Follow-up Investigation

Overall Satisfaction	Satisfied with Follow-up Investigation	Dissatisfied with Follow-up Investigation or Uncertain	Total
Satisfied	16 (76%)	1 (9%)	17 (53%)
Dissatisfied or Uncertain	5 (24%)	10 (91%)	15 (47%)
Total Numbers	21	11	32

In the aggregate, the distribution of responses regarding overall satisfaction with the police were 51 satisfied (46.4 percent), 49 dissatisfied (43.7 percent), and 11 uncertain (10 percent); but this almost even split between those who said they were satisfied and those who said they were dissatisfied changes substantially within categories of some of the independent variables. As shown in Table 23, the proportion of respondents who said they were satisfied with what the police did was highest (70 percent) for the most serious type of crimes, Part One Person crimes, while it was substantially lower for both Part One Property crimes and Part Two crimes. A partial explanation for this finding is that the police apparently and understandably expend greater effort with the more serious crimes, as 62 percent of the Part One Person crimes resulted in a follow-up investigation while only 30 percent of the Part One Property crimes and 20 percent of the Part Two crimes did so.

As expected, overall satisfaction proved to be strongly associated with the police response time to the call for service as estimated by the respondent. As shown in Table 23, the proportion of satisfied respondents increases dramatically with shorter response times so that concerning victimizations in which the response time was 10 minutes or less 72 percent of the respondents said they were satisfied with overall police performance, while concerning those in which response time was more than 45 minutes or the call was not answered at all (four cases) only 25 percent expressed satisfaction.

An effort was made to ascertain whether the respondents' perceptions of what the police did in their initial investigation upon arrival was associated with overall satisfaction with the police, but the results were unclear due largely to an inability to differentiate among responses in the independent variable in a meaningful way. Applying a coding frame to open-ended responses, the police were characterized as either having limited their initial activity to talking with victims and asking questions or as having conducted a more general investigation and/or dealing with suspects. The difficulty is that there was not always a clear distinction between asking questions and conducting a general investigation. In any case, there was a greater tendency for respondents to report overall satisfaction when the police conducted a general investigation or dealt with suspects (59 percent) than when they just talked with victims or asked questions (42 percent).

Overall satisfaction with the police was found to be associated to some degree with whether or not there was a follow-up investigation and whether or not a suspect was arrested by the police, but in neither case was the association strong. Where there was a follow-up investigation, there was a slightly greater tendency for the respondent to be satisfied with the police (53 percent as opposed to 41 percent where there was no follow-up); while in those cases in which the respondent thought that an arrest had been made, there was also a greater tendency to report overall satisfaction (53 percent as opposed to 44 percent of the cases in which the respondent did not think that an arrest had been made). For the 111 victimizations on which this analysis was based, a follow-up investigation was reported by 32 respondents and a suspect was reported arrested in only 17 instances.

A slight association was found between overall satisfaction and whether or not a suspect was known by the respondent to have been convicted for the crime, but the small size of the subsample available for this part of the analysis made it impossible to generalize to the population with any degree of confidence. Of the 17 victimizations for which arrests were made, a suspect was known to have been convicted for 7; 5 of these respondents indicated that they were satisfied with overall police performance in the situation. On the other hand, regarding the 10 victimizations for which the respondent indicated that no conviction had been made or that he did not know whether conviction had been made, 6 respondents reported overall satisfaction.

Associations with Partial Satisfaction Variables

The indicators of partial satisfaction - satisfaction with response time, satisfaction with initial investigation, and satisfaction with follow-up investigation - were all highly associated with overall satisfaction. Interestingly, more respondents expressed satisfaction with police performance at the early stages of their involvement than with overall performance; over two-thirds were satisfied with the police response time, while roughly 55 percent were satisfied with the initial investigation, as compared with the 46 percent expressing overall satisfaction. Thus, respondents' perceptions of police performance, or lack of performance, after the initial investigation led to increased dissatisfaction with overall performance.

As can be seen from Table 23, the association between satisfaction with response time and overall satisfaction was quite strong. While 59 percent of those who were satisfied with response time were also satisfied with overall performance, only 6 of the 32 respondents (less than 20 percent) who were dissatisfied or uncertain with response time were satisfied overall. The correlation between satisfaction with initial investigation and overall satisfaction was even stronger, as shown in Table 23. While roughly three quarters of the respondents expressing satisfaction with the initial investigation also said that they were satisfied with overall police handling of the case, less than 10 percent who were dissatisfied or uncertain about being satisfied with the initial investigation said that they were satisfied with overall performance.

Table 23 also shows the cross-tabulation of overall satisfaction with the third partial satisfaction variable (satisfaction with the follow-up investigation) for those 32 cases in which a follow-up was known to have been conducted. While the subsample size is small, the association was highly significant; 16 out of the 21 respondents who were satisfied with the follow-up were satisfied with overall performance, while only 1 out of the 11 respondents who were dissatisfied or uncertain about the follow-up expressed overall satisfaction. Thus, for those instances in which a follow-up was conducted, satisfaction with the follow-up was a critical component of overall satisfaction.

Associations with Socio-Economic Variables

Associations between overall satisfaction with police performance and a number of socio-economic variables were also examined. The socio-economic variables included: age, race, sex, position in the household, number of years living in present neighborhood, marital status, and education level of the respondent as well as housing type, housing tenure, household size, and household income. While some of these variables showed moderate associations with overall satisfaction in the sample, none of the associations proved to be strong. From this it can be concluded that while certain socio-economic variables were strongly associated with citizens' general outlook toward crime in the City and general evaluations of police services, their effect on the satisfaction of members of victimized households with the way in which the police handle those situations was greatly reduced.

Those variables which were found to be moderately associated with overall satisfaction in the sample were: sex, race, marital status, and annual household income. More of the female respondents were satisfied with overall performance than were male respondents, 52 percent as compared to 38 percent; and unmarried persons - whether never married, separated, divorced, or widowed - tended to respond that they were satisfied with overall performance more than did married respondents by a similar margin, 54 percent as compared to 38 percent. The proportion of respondents saying that they were satisfied overall with the way the police dealt with the case declined consistently with higher levels of annual household income; while 64 percent of the respondents from households with an annual income of less than $5,000 said that they were satisfied overall, less than a majority, 44 percent, of those from households with annual incomes between $5,000 and $10,000 did so, and only 39 percent of those respondents from households with incomes greater than $10,000 did so.

The finding of an association between race and overall satisfaction in the present study (52 percent of whites expressed satisfaction compared to 34 percent of nonwhites interviewed) was not surprising in light of associations in the sample between race and response time and the conduct of a follow-up investigation, though again these associations were not strong. Slightly more than half of both the white respondents and the nonwhite respondents estimated the response time to be between 10 and 45 minutes; but a higher proportion of the whites estimated that the response time was less than 10 minutes (31 percent as opposed to 25 percent for the nonwhites), while a greater proportion of the nonwhites estimated the response time to be more than 50 minutes or nonexistent (21 percent as opposed to 16 percent). These minor differences in the sample, however, did not result in a greater satisfaction with response time on the part of the white respondents. While within each racial category satisfaction with response time was very highly associated with estimated response time, in the aggregate an identical percentage of both whites and nonwhites, 70 percent, indicated that they were satisfied with the police response time.

In the sample there was also a greater tendency for the victimizations perpetrated on members of white households to result in follow-up investigations by the police, and this could serve as a partial explanation of white respondents tending to be satisfied with overall police performance more frequently than nonwhite respondents. Of the white respondents, 35 percent indicated that they knew a follow-up had been conducted, while only 23 percent of the nonwhite respondents did so. This differential in follow-up rates may well be due to differences in the types of crimes that were committed against white and nonwhite households. A greater proportion of the white households in the sample were victimized by Part One Person crimes, while more of the nonwhite households were victimized by Part Two crimes. It should be noted that while white households in the sample were victimized more often by the most severe types of crimes, the complete survey revealed that nonwhite households had a slightly greater chance of being victimized by some type of crime. Supporting statistics are in Table 22.

As is noted above, follow-up investigations were most frequent with Part One Person crimes and least frequent with Part Two crimes. Thus, white respondents would not be expected to have a greater tendency to be satisfied with overall police performance on the basis of quicker response times, but they might have tended to be satisfied with overall performance because a greater percentage of the white victimizations are Part One Person crimes which tended more to result in a follow-up investigation.

A Multivariate Analysis of Overall Satisfaction with Police Involvement in Victimization Situations

An additional and important question that is suggested by the associations between various situational, partial satisfaction, and socio-economic variables on the one hand, and overall satisfaction on the other hand is: Which of these variables were relatively more important in explaining overall satisfaction? The cross-tabulations presented in Table 23 do not provide an answer because there is no way of assessing the combined effects of these variables on overall satisfaction.

To examine what factors (variables) are associated with the level of overall satisfaction, a statistical technique called step-wise multiple regression analysis was utilized. A major advantage of this technique is that it permits one to consider simultaneously the associations between several different variables and the level of overall satisfaction. Thus, it is possible to ascertain which of several different variables is most stongly associated with overall satisfaction (the dependent variable) and to develop a rank ordering of the relative strengths of factors in relation to levels of overall satisfaction. An additional feature of this technique is that the strength of association between each independent variable and the dependent variable is calculated so that the influence of all other independent variables is controlled.

The following variables were included in the regression analysis:

Situational Variables

- (a) Number of times a household has been victimized.
- (b) Type of crime (Part One Person, Part One Property, or Part Two offenses).
- (c) Perceived police response time.
- (d) Respondent's knowledge of whether there was a follow-up investigation or not.
- (e) Respondent's knowledge of whether a suspect was arrested or not.

Partial Evaluation Variables

- (a) Satisfaction with response time.
- (b) Satisfaction with initial investigation.

Socio-Economic Variables

- (a) Housing structure (whether the dwelling unit was a single family house, a duplex, a triplex or a row house, an apartment, or a mixed-occupancy dwelling).
- (b) Sex.
- (c) Race.
- (d) Position in the household (head of household or spouse, other position).

(e) Number of years in the neighborhood.

(f) Housing tenure (whether the dwelling unit is owned, is being purchased, or is rented).

(g) Number of persons in household.

(h) Number of persons between ages 5 and 18.

(i) Number of children under 5 years.

(j) Age of respondent.

(k) Marital status (whether married, on the one hand, or separated, divorced, single or widowed, on the other hand).

(l) Level of education.

(m) Number of licensed drivers in the household.

(n) Number of licensed operable automobiles.

(o) Family income.

There are several useful ways to present the findings. First, it is possible to report which of the 22 independent variables is associated significantly with the level of overall satisfaction when all the variables have had an opportunity to explain the level of overall satisfaction. Statistical significance is a measure of the probability that no association exists between two variables in the population. The lower the significance level, the less the probability that an association between two variables could have occurred by chance alone. Associations in a sample that are significant at the .05 level of probability can be said to occur only 5 percent of the time if there is no association between the two variables in the population.

Three variables are significantly associated with overall satisfaction at the .05 level of probability. They are: (1) whether a respondent was satisfied with the initial investigation of an incident, (2) whether a suspect was arrested for the crime, and (3) whether a follow-up investigation occurred or not. Of these three, the first one was by far the most important in that it was the best predictor of overall satisfaction; those that were satisfied with the initial investigation tended to be satisfied overall. Each of the other two variables, although significantly associated with overall satisfaction, was much weaker as a predictor of overall satisfaction. Taking into account the influence of initial satisfaction on overall satisfaction, those persons reporting an arrest tended to be more satisfied overall. However, when the influences of initial satisfaction and whether an arrest occurred were taken into account, those persons reporting follow-up tended to be somewhat less satisfied overall. Thus, follow-up by itself did not seem to enhance overall citizen satisfaction; but where follow-up efforts yielded an arrest, overall satisfaction appeared to be enhanced. It is worth noting that when the occurrence of follow-up was correlated with overall satisfaction and the influences of no other variables were taken into account, there was a slight positive association; follow-up tended to be associated with higher overall satisfaction.

Although none of the other variables was significantly associated with the dependent variable, several are worth reporting. In order of importance (measured by their relative significances) they are: (1) marital status (married people tended to be somewhat more satisfied overall), (2) type of crime (persons victimized by more serious crimes tended to be somewhat more satisfied), (3) response time (persons reporting shorter response times tended to be more satisfied), and

(4) income (families with higher incomes tended to be somewhat less satisfied overall).

G. General Summary and Implications

It is clear from the discussion in this section of the report and from descriptions of problems and concerns of Harrisburg citizens presented in Section II and Section IV (the discussion of school problems) that crimes and violence were major concerns in the minds of residents. Although the police cannot be expected to exercise control over all the factors producing these circumstances, it is their responsibility as a public agency to try to control crime and prevent its occurrence if possible.

Do residents feel the police are doing their job? A "yes" or "no" answer is perhaps too simplistic, but the variety of questions that were incorporated into the survey do provide a relatively comprehensive citizen-based view of police activities. Thus, by reviewing the evaluative findings reported in this section, it is possible to sum up residents' responses to the question posed at the beginning of this paragraph.

Only a slight majority of residents indicated that the police provide good service to their neighborhood (52.3 percent), and less than one third of all respondents (32.6 percent) agreed that police do a good job of solving crimes in their neighborhood. These findings are counterbalanced to some extent by responses to a question which gets at the issue of style of policing - whether the police treat citizens well or not. Roughly two-thirds (65.5 percent) agreed that Harrisburg Police treat citizens in their neighborhood well.

This finding was not sustained, however, when interactions between police and citizens were examined in specific situations where a resident had been stopped by the Harrisburg Police. Only 44.3 percent of these respondents indicated that police treatment was either good or excellent.

Another type of police-citizen interaction, police involvement in household victimizations, offered an opportunity to evaluate police performance in a number of additional ways. Respondents were asked to rate the response times of the police when a call for service was placed in victimization situations. Better than two thirds of those who responded indicated that they were satisfied with police response time. Respondents were also asked to evaluate what the police did when they arrived on the scene for the initial investigation of victimization incidents. In this case only 55.5 percent indicated they were satisfied with what the police did.

An additional evaluation was elicited in connection with reported follow-up investigation by the police. Of those respondents in a position to offer an evaluation of police performance, 57.7 percent indicated that they were satisfied with the police follow-up that focused on their particular victimization incident.

The final, and most general, evaluation pertaining to police involvement in victimizations focused on satisfaction with overall police performance including elements like police response time, on-the-scene investigation, follow-up investigation (where it occurred), whether an arrest was made (only 14.6 percent of all reported victimizations eventuated in an arrest of which respondents were aware), and whether suspects were convicted in court. Less than a majority of respondents (46.1 percent) expressed overall satisfaction, and an almost equal proportion (43.7 percent) were unsatisfied. This latter percentage was the highest of the four victimization-related evaluations of police performance.

Why were respondents unsatisfied? As Part F of this section suggests, people who were not satisfied with overall police performance in victimization situations tended to be the same ones not satisfied with what the police did upon arrival. Thus, if one were concerned with improving overall victimization-related evaluations, the variable on which to concentrate would be what officers do when they arrive after having responded to a call for service.

It is interesting to note that the race of the respondent was not among the variables that were relatively important as predictors of overall satisfaction with how the police handled an incident. In other contexts, however, this characteristic tended to distinguish residents who were less favorable in their attitudes toward the police from those more favorable. Thus, nonwhites tended to feel less safe from crime, were less apt to agree that police provide good service to their neighborhood, were more likely to agree that police do not treat citizens well, and were less likely to agree that police do a good job of solving crimes. More nonwhites reported being stopped by the police more frequently and were less likely to report good or excellent treatment when stopped.

If the crime and police aspects of the survey are treated on a district-by-district basis, it is clear that residents in District 6 (the Bellevue area) were most favorable in their evaluations of police. At the other end of the scale, residents in Districts 4 and 5 tended to be least favorable. In District 5 (a high-crime area of the City), even though reported police behaviors tended to be similar to those in District 6 with respect to victimized households, there was a dramatic difference in overall evaluations of police performance. Thus, although it is difficult to pinpoint exactly what residents perceive police doing differently in those areas, there are certainly different reactions to what police do.

VI. CITY OBJECTIVES AND PRIORITIES

VI. CITY OBJECTIVES AND PRIORITIES

The City is engaged in a wide range of activities in pursuit of a number of separate, but often interrelated, objectives. While the bulk of decision-making in the City is involved with the development, implementation, and ongoing utilization of strategies and program means for achieving these objectives, other decisions must be made concerning the appropriateness of objectives in the first place. Some of the most difficult decisions facing City officials relate to questions of what the City's objectives should be and the relative emphasis to be placed on each. These decisions are difficult primarily because the City is limited by available resources in the total effort it can make toward these objectives, with the consequence that a greater effort in the direction of one objective usually results in lesser efforts toward others.

Within the confines of its charter and its general obligation to protect public health and safety, the City establishes objectives to meet the needs and demands of its residents. The relative importance given to these objectives is critical, due to the limitation on resources mentioned above. One indication of how much importance should be attached to various objectives would simply be a measure of how important the City's residents think they are.

A related issue that comes closer to the cutting edge of critical decision-making in the City concerns incremental shifts in the amounts of resources to be expended on various program activities. Which program activities most urgently require additional funding, and which can absorb a decrease in support most easily? Furthermore, should City taxes be increased to pay for additional effort in priority program areas? Citizens' opinions on these matters provide a much more concrete indication of what present priorities should be, given their perceptions of existing conditions and problems, performance of City services, and expectations as to what can be accomplished with additional funding.

A. Ranking of Objectives

One part of the survey was intended to discover the importance of a number of objectives as perceived by citizens. Its purpose is to provide information about the relative importance attached to specific objectives by citizens, as input into the continuous process of determining appropriate objectives and priorities among them.

The respondents were presented with a number of statements of objectives for local government, some of which correspond to objectives which have been developed formally through the City's new program budgeting process. Additional objectives were included which are currently being pursued by other governmental jurisdictions such as the County or special districts. Respondents were asked to indicate how important they think each objective is in light of their opinions of existing conditions and problems in Harrisburg and their own personal or household circumstances. The importance of each objective was rated by placing it on a scale from 0 to 10, with a 0 representing no importance; a 5, average importance; and a 10, extreme importance.

Table 24 shows these objectives ranked in order of importance as measured by the number of respondents indicating that the objective was of greater-than-average importance, along with the percentage of respondents who did so. Specifically, this is the percentage of respondents

Table 24

PERCENTAGES OF RESPONDENTS RATING OBJECTIVES AS BEING OF GREATER-THAN-AVERAGE IMPORTANCE

Objective	Number of Respondents	Percentage of Respondents*
To reduce the number of crimes committed in the City	388	91.9%
To solve crimes that are committed in the City	377	89.7
To assure that existing housing in the City is maintained at decent, safe, and sanitary levels	360	85.5
To prevent the occurrence of fires and reduce personal injury and property damage caused by fires that do break out	354	84.5
To increase employment opportunities within the City	347	82.9
To teach new job skills to unemployed persons seeking work	340	80.9
To provide medical services for low-income families and individuals	325	77.0
To provide adequate recreational facilities and activities	319	76.0
To provide public housing for low-income families and senior citizens	319	75.9
To provide counseling and treatment for drug users and alcoholics	315	75.0
To provide fast, safe, and efficient public transportation to all parts of the City	310	73.8
To maintain the City's streets including keeping the streets clean and free from snow	309	73.3
To upgrade presently unsatisfactory housing to satisfactory levels suitable for occupancy	305	72.6
To reduce air (or water) pollution	297	71.0
To maintain a library system accessible to all citizens	283	67.2
To supply food stamps and welfare payments to underprivileged people	272	65.0
To help people make repairs and improve their properties	251	59.7
To plant and maintain trees along City streets and in City parks	235	56.0
To reduce the number of traffic accidents in the City	217	52.0
To rebuild the downtown Harrisburg area	206	49.7

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*Percentages based on number of responses to individual item.

who felt that the objective belongs on the upper portion of the rating scale (6-10).

Six objectives were rated as being of greater-than-average importance by 80 percent or more of the respondents. The two relating to law enforcement, to reduce the number of crimes committed in the City and to solve crimes that are committed, were accorded a high level of importance by the greatest number of respondents. Following these, the objective of assuring that existing housing in the City is maintained received the next greatest support. Of the remaining three objectives in this top level, two relate to employment - increasing employment opportunities within the City and teaching new job skills to unemployed persons seeking work. The latter is not currently being sought directly through any program conducted by the City, while the former is an objective of City planning activities. The other objective in the top level of importance is to prevent the occurrence of fires and reduce injury and damage caused by fires that do break out.

The middle cluster of objectives, those which were perceived as being of greater-than-average importance by 70 to 76 percent of the respondents, include three which are not of direct concern to the City but are tied to the activities of other jurisdictions. These are the provision of medical services to low-income families and individuals; the provision of fast, safe, and efficient public transportation; and the provision of counseling and treatment for drug users and alcoholics. The City-related objectives in this middle group include two linked to housing problems, to provide public housing for low-income families and senior citizens and to upgrade presently unsatisfactory housing. The third is to provide adequate recreational facilities and activities, and the fourth is to maintain the City's streets.

Of the seven objectives which were considered to be of greater-than-average importance by fewer than 70 percent of the respondents, the first two - to maintain a library system and to supply food stamps and welfare payments to underprivileged people - are not linked directly to City programs. The City objectives receiving relatively less endorsement include: to reduce air or water pollution, to help people make repairs and improve their properties, to plant and maintain trees in public places, to reduce the number of traffic accidents, and to rebuild the downtown Harrisburg area.

Differences Among Groups of Respondents

An examination of the relative importance different groups placed on the various objectives included in the survey serves two purposes: (1) It can reveal similarities and differences in perceptions of needs and preferences for public services among various socio-economic groups, and (2) it can indicate the extent to which the overall rank order of objectives discussed above reflects unanimity among these groups as well as compromise rankings resulting from differing response patterns obtained from these groups. Table A-6 in Appendix A shows mean average ratings of importance accorded to each objective by the sample respondents as stratified by various socio-economic variables. The rank orderings of objectives by respondents broken down by two of these variables, income and race, are shown below in Table 25.

Regarding income, it is interesting to note that there is almost complete agreement on the five most important objectives between those respondents from households with incomes of $10,000 or less per year and those from households with annual incomes of greater than $10,000.

Table 25

RANK ORDERING OF OBJECTIVES BY INCOME AND BY RACE

	Income		Race	
	$10,000 or Less	More than $10,000	White	Nonwhite
To reduce the number of crimes committed in the City	1	1	1	1
To solve crimes that are committed in the City	2	2	2	3
To assure that existing housing in the City is maintained at decent, safe, and sanitary levels	3	3	4	2
To increase employment opportunities within the City	4	5	5	6
To prevent the occurrence of fires and reduce personal injury and property damage caused by fires that do break out	5	4	3	12
To provide medical services for low-income families and individuals	6	13	11	5
To provide public housing for low-income families and senior citizens	7	12	13	8
To teach new job skills to unemployed persons seeking work	8	6	7	4
To provide counseling and treatment for drug users and alcoholics	9	9	12	7
To provide adequate recreational facilities and activities	10	8	6	11
To provide fast, safe, and efficient public transportation to all parts of the City	11	14	10	15
To upgrade presently unsatisfactory housing to satisfactory levels suitable for occupancy	12	15	15	9
To maintain the City's streets, including keeping the streets clean and free from snow	13	7	9	14
To reduce air (or water) pollution	14	11	8	17
To supply food stamps and welfare payments to underprivileged people	15	17	18	10
To help people make repairs and improve their properties	16	20	20	13
To maintain a library system accessible to all citizens	17	10	14	16
To reduce the number of traffic accidents in the City	18	16	17	18
To plant and maintain trees along City streets and in City parks	19	18	16	19
To rebuild the downtown Harrisburg area	20	19	19	20

While there is substantial agreement between the two groups over the relative importance of many other objectives, such as those regarding job skills, aid for drug users and alcoholics, food stamps and welfare payments, traffic accidents, planting trees, and rebuilding the downtown area, there are differences regarding others. Specifically, the lower income respondents tended to give higher rankings to the objectives relating to medical services, public transportation, public housing, upgrading housing, and repairing properties than did the higher income respondents. The higher income respondents in turn accorded relatively more importance to maintaining the streets and a library system. It should be reiterated that these comparisons are being made in terms of rank orderings of the objectives and not in terms of the absolute rating scores accorded each objective.

Inspection of the rank orderings by whites and nonwhites also reveals substantial agreement concerning the most important objectives, with the exception that nonwhites tend to accord more importance than whites to the objective of assuring that existing housing is maintained at decent, safe, and sanitary levels. Below the top tier of objectives, however, there is considerable variation between the rankings by whites and nonwhites. Nonwhites tend to accord greater importance to the other housing-related objectives - those regarding public housing, upgrading unsatisfactory housing, and helping people repair and improve their properties. In addition, the nonwhites gave higher importance ratings to the objectives concerning job skills, medical services, food stamps and welfare, and counseling and treatment for drug users and alcoholics. Whites, on the other hand, accord relatively greater importance to many of the more traditional "caretaker" functions of municipalities. They gave higher importance ratings to those objectives relating to fire prevention, provision of recreational facilities and activities, the maintenance of City streets, the reduction of air and water pollution, and the provision of public transportation.

Comparisons of the rankings of objectives by other subsamples yield interesting findings. The rankings of those respondents living in owner-occupied dwellings, for example, are in substantial agreement with those of renters, with the exceptions that homeowners place more importance on maintaining City streets while renters place greater importance on the provision of food stamps and welfare payments. Interesting differences were also found between males and females; females tend to accord more importance to the objectives relating to public housing and upgrading unsatisfactory housing, while males place greater importance on the traditional functions of street maintenance, public transportation, and libraries.

Comparisons Among Districts

Table A-7 in Appendix A shows the mean average importance ratings of each objective accorded by the respondents from the seven districts. While the objectives are not ranked in order of importance for the districts in the Table, a comparison of the district ratings shows that there are differences in the rankings of the objectives among the districts and that in part these are linked with district characteristics and neighborhood perceptions as discussed in an earlier section of the report. Mention will be made here of only those objectives whose rank order by a district's respondents deviates considerably from the rank order of the complete sample as shown in Table A-7.

The ranking of objectives by District 1 respondents is very similar to the overall ranking, with the exceptions that relatively greater importance is placed on providing public transportation and less importance is placed on teaching new job skills. Thus, the ranking of objectives by District 1 respondents appears to be skewed in the direction of the high proportion of elderly and retired persons in the district who have less interest in acquiring new job skills and greater dependence upon public transportation.

The only significant deviation of the District 2 ranking from the overall rank order of objectives is that these respondents place relatively more importance on the provision of food stamps and welfare payments, very likely a reflection of the additional needs of District 2 residents generated by their low average household incomes. In contrast, the District 3 ranking reflects the greater affluence of its residents. District 3 respondents attached relatively less importance to such social programming objectives as providing medical services to low-income groups, providing public housing, upgrading unsatisfactory housing, and providing food stamps and welfare payments to underprivileged people, and greater importance to more traditional functions such as street maintenance, maintaining a library system, and environmental protection.

District 4 respondents placed greater importance on counseling and treatment of drug users and alcoholics and reducing air and water pollution while placing relatively less importance on the provision of medical services to low-income families. In addition, they placed slightly less importance on solving crimes relative to the rankings of other respondents, which is curious given the relatively high crime rate in District 4.

The ranking of objectives by the respondents in District 5 deviates from that of the overall sample only in that greater importance is placed on providing counseling and treatment to drug users and alcoholics and on the provision of adequate recreational facilities and activities. The latter is not at all surprising in view of the previously discussed finding that District 5 respondents were the least satisfied with existing neighborhood recreational facilities.

The ranking of objectives by respondents living in District 6 reflects their relative affluence and concern for maintaining their neighborhood environments. Less importance was attached by these respondents to objectives relating to upgrading housing and the provision of food stamps, while greater importance was placed on street maintenance and the reduction of air and water pollution.

District 7 respondents placed relatively greater importance on the objectives relating to medical services, the provision of counseling and treatment to drug users and alcoholics, and public housing, not surprising in light of the very low average income of these respondents and the fact that many live in public housing units at present. In addition, greater importance was placed on reducing air and water pollution, while relatively less importance was attached to solving crimes. Evidently, these respondents feel that housing and health problems warrant more attention than crime.

B. Priorities Placed on Expenditures for Program Activities

In addition to asking respondents to rate the importance of program objectives, a portion of each interview focused on the issue of relative priorities attached to incremental changes in the level of expenditures for a cross section of City program activities. Each respondent was presented with a list of 15 activities that are carried on by various City departments.* Respondents were then asked to select up to four activities, in rank order, that most urgently needed incremental increases in funding, assuming that increased expenditures would result in an increased level of activity. After each program activity was selected, respondents were asked if they would favor a tax increase in order to finance an increased level of expenditure for that activity.

The second major part of the question focused on circumstances where the City was forced to reduce its budget. Respondents were asked to select in rank order from the list four activities that could be cut back.

Taken together then, this series of questions provides information concerning citizen preferences for program expenditure changes, given an increased budget or one that has been decreased. It is useful, therefore, to detail the responses to these questions to provide a picture of the relative priorities Harrisburg residents place on these activities for those officials involved in the City's fiscal decision-making process.

Overall Rankings of Program Activities, Given Increased and Decreased City Budgets

The overall concern with the issues of crime and law enforcement which has emerged from the findings reported thus far is also reflected in the priorities citizens attached to increases in expenditures for program activities. As indicated by Table 26, nearly two thirds of the entire sample (64 percent) indicated that if there were additional money available it should be expended to increase the activities of preventing crime and enforcing the laws. The overall concern with housing quality and housing maintenance is also reflected in expenditure priorities; 47 percent of all respondents wanted more money expended for inspecting houses and making owners clean up housing units that are run down or present health hazards, and 45 percent indicated more should be spent to board up and clean up or demolish abandoned buildings that are health hazards or eyesores.

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*The list is detailed on page 6 of the questionnaire in Appendix B of this report. During the discussion which follows, the full description of each activity (presented to all respondents) will be shortened frequently to facilitate the discussion. The reader should keep in mind that when an activity is mentioned the full description of that activity is intended.

Smaller, but nevertheless substantial, percentages of residents sampled indicated that more should be spent for recreation activities (25 percent), repairing and maintaining City streets (24 percent), lighting City streets (22 percent), and fighting and preventing fires (20 percent).

The fewest respondents (3 percent) selected the activities of operating and maintaining the City water system as candidates for increased expenditures. Other activities that were mentioned relatively infrequently in terms of more funding were operating and maintaining the City sewer system (4 percent), planting and maintaining trees in City parks and along City streets (8 percent), collecting and removing garbage and trash (8 percent), controlling traffic and enforcing parking regulations (10 percent), and maintaining City parks (10 percent).

When asked to select program activities that could be cut back if the budget were decreased, respondents tended to select activities that were not mentioned frequently as candidates for increased expenditures.

Table 26

NUMBER OF RESPONDENTS CITING NEED FOR INCREASED EXPENDITURE, BY SERVICE AREA

	Number Ranking First	Number Ranking Second	Number Ranking Third	Number Ranking Fourth	Total	Total Percent*
Preventing Crime and Enforcing the Laws	121	57	55	39	272	64.0%
Inspecting Houses and Making Owners Clean Up Housing Units that are Run Down or Present Health Hazards	92	51	35	22	200	47.0
Boarding and Cleaning Up, or Demolishing, Abandoned Buildings that are Health Hazards or Eyesores	43	76	47	25	191	45.0
Providing Recreation Activities	23	29	27	27	106	25.0
Repairing and Maintaining City Streets	29	21	30	22	102	24.0
Lighting City Streets	22	31	24	20	97	22.0
Fighting and Preventing Fires	8	25	27	26	86	20.0
Inspecting Sanitary Conditions in Public Food and Beverage Establishments	13	20	25	22	80	18.0
Baiting and Killing Rodents	17	17	15	10	59	13.0
Maintaining City Parks	4	15	16	10	45	10.0
Controlling Traffic and Enforcing Parking Regulations	9	15	8	14	46	10.0
Collecting and Removing Garbage and Trash	5	10	10	12	37	8.0
Planting and Maintaining Trees in City Parks and Along City Streets	4	7	11	13	35	8.0
Operating and Maintaining the City Sewer System	3	7	7	4	21	4.0
Operating and Maintaining the City Water System	3	3	6	4	16	3.0

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*Percentages based on all 423 respondents, including those who did not fully complete this section.

Thus, as Table 27 shows, 45 percent indicated that the City could cut back on planting and maintaining trees, 31 percent selected maintaining City parks, 30 percent selected controlling traffic and enforcing parking regulations, and 24 percent selected the activity of baiting and killing rodents.

There was also a tendency not to pick activities that were mentioned relatively frequently as needing additional funds. Only 2 percent of all respondents indicated a willingness to cut back on preventing crime and enforcing the laws, 2 percent were willing to cut back on fighting and preventing fires, 7 percent selected the activities of repairing and maintaining City streets, and 9 percent selected lighting City streets.

Several exceptions to this tendency are worth noting. Specifically, three activities which were ranked high in terms of the need for additional funding were also ranked relatively high as possible candidates for funding cuts. Nineteen percent indicated recreation activities could be reduced, 14 percent selected boarding or cleaning up abandoned buildings, and 13 percent selected inspecting houses or making owners clean up run-down housing. Rather than inconsistencies in citizen priorities, these findings apparently represent an overall evaluation of these programs as ones which should be stepped up, if possible, but which can also be cut back more easily than others, if necessary.

Relatively few mentions of three other sets of activities - trash collection, maintaining the sewer system, and maintaining the water system - indicates that these three were evidently viewed as being less amenable to funding cuts than most others. At the same time, the fact that they were not frequently mentioned as candidates for funding increases indicates that an additional effort in these areas was not a

Table 27

NUMBER OF RESPONDENTS CITING POSSIBILITY FOR DECREASED EXPENDITURE, BY SERVICE AREA

	Number Ranking First	Number Ranking Second	Number Ranking Third	Number Ranking Fourth	Total	Total Percent*
Preventing Crime and Enforcing the Laws	3	0	2	1	6	1.0%
Inspecting Houses and Making Owners Clean Up Housing Units that are Run Down or Present Health Hazards	13	20	14	9	56	13.0
Boarding and Cleaning Up, or Demolishing, Abandoned Buildings that are Health Hazards or Eyesores	19	15	15	12	61	14.0
Providing Recreation Activities	28	23	18	13	82	19.0
Repairing and Maintaining City Streets	6	11	10	5	32	7.0
Lighting City Streets	13	7	15	7	42	9.0
Fighting and Preventing Fires	4	1	2	3	10	2.0
Inspecting Sanitary Conditions in Public Food and Beverage Establishments	12	18	11	16	57	13.0
Baiting and Killing Rodents	36	26	21	19	102	24.0
Maintaining City Parks	31	51	32	21	135	31.0
Controlling Traffic and Enforcing Parking Regulations	42	39	24	23	128	30.0
Collecting and Removing Garbage and Trash	9	5	7	6	27	6.0
Planting and Maintaining Trees in City Parks and along City Streets	110	48	24	9	191	45.0
Operating and Maintaining the City Sewer System	1	11	8	9	29	6.0
Operating and Maintaining the City Water System	6	6	10	5	27	6.0

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*Percentages based on all 423 respondents, including those who did not fully complete this section.

high priority. In sum, the sewerage, water, and garbage collection systems appear to be viewed as basic necessities that cannot be cut back but are not really in need of more funds either, given other problems in the City.

Comparisons Among Districts

Given the overall sample responses to the series of expenditure priorities questions, it is interesting to see what variations emerge by examining responses on a district-by-district basis. In the discussion which follows, an effort will be made to examine the extent to which expenditure priorities expressed City-wide diverge from those expressed by residents in each district.

In terms of priorities for increased expenditures, the single most important activity mentioned in all districts was preventing crime and enforcing the laws. As Table 28 reveals, a majority of respondents in all districts indicated a need for increased funds in this area. A high of 72 percent of District 5 residents mentioned this activity, whereas 56 percent of District 7 residents and 59 percent of District 4 residents mentioned this as needing more funds. The two sets of housing-related activities were also ranked either second or third by respondents in all seven districts. Although the rankings are similar, the percentages of respondents according a priority to each set of housing activities varies considerably among districts. Whereas 47 percent of the entire sample mentioned inspecting houses and making owners clean up houses, 62 percent in District 4 and 60 percent in District 7 mentioned these activities. Only 39 percent in District 6 mentioned this, and a slightly higher percentage (42 percent) in District 2 mentioned

Table 28

NUMBER AND PERCENTAGE OF RESPONDENTS CITING NEED FOR INCREASED EXPENDITURE, BY SERVICE AREA, BY DISTRICT

	District															
	1		2		3		4		5		6		7		TOTAL	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Preventing Crime and Enforcing the Laws	20	61%	52	64%	57	67%	21	59%	53	72%	52	65%	14	56%	269	64%
Inspecting Houses and Making Owners Clean Up Housing Units that are Run Down or Present Health Hazards	14	43	34	42	43	50	22	62	40	54	31	39	15	60	199	47
Boarding and Cleaning Up, or Demolishing, Abandoned Buildings that are Health Hazards or Eyesores	11	34	43	53	36	42	16	45	35	48	39	49	9	36	189	45
Providing Recreation Activities	11	34	15	19	23	27	9	25	22	30	19	24	5	20	104	25
Repairing and Maintaining City Streets	6	19	15	19	17	20	5	14	22	30	30	38	5	20	100	24
Lighting City Streets	10	31	17	21	19	22	6	17	14	19	22	28	5	20	93	22
Fighting and Preventing Fires	5	16	22	27	9	11	8	23	17	23	22	28	2	8	85	20
Inspecting Sanitary Conditions in Public Food and Beverage Establishments	6	19	16	20	15	18	9	25	11	15	16	20	5	20	78	18
Baiting and Killing Rodents	5	16	14	17	13	16	6	17	8	11	8	10	5	20	59	13
Maintaining City Parks	5	16	12	15	8	10	8	23	6	9	6	8	0	0	45	10
Controlling Traffic and Enforcing Parking Regulations	5	16	9	11	8	10	5	14	6	9	11	14	1	4	45	10
Collecting and Removing Garbage and Trash	2	6	7	9	9	11	4	12	8	11	3	4	4	16	37	8
Planting and Maintaining Trees in City Parks and along City Streets	7	22	8	10	6	7	3	9	6	9	3	4	1	4	34	8
Operating and Maintaining the City Sewer System	0	0	3	4	7	9	4	12	1	2	3	4	2	8	20	4
Operating and Maintaining the City Water System	0	0	3	4	6	7	0	0	1	2	5	7	0	0	15	3
Number of Respondents in District	33		82		86		36		74		80		25		416	

this set of activities. The variation around the overall sample percentage mentioning boarding and cleaning up houses (45 percent) was somewhat less. Fifty-three percent of those in District 2 mentioned this activity, whereas only 34 percent in District 1 and 36 percent in District 7 did so.

The district priorities with respect to other activities in need of increased funds varied considerably. In District 1, 34 percent selected recreation as needing more funding (compared to 25 percent City-wide); and 31 percent picked street lighting (compared to 22 percent City-wide). Twenty-two percent selected planting trees as a priority activity, compared to only 8 percent of those in the sample as a whole.

In District 2, 27 percent picked fighting and preventing fires, compared to 20 percent in the overall sample; and 21 percent selected lighting City streets as a priority activity. In District 3, 27 percent selected recreation, 22 percent selected street lighting, and 20 percent picked street repair. In District 4, 25 percent mentioned a need for more funds to inspect sanitary conditions in public food and beverage establishments, compared to 18 percent in the sample as a whole. Twenty-three percent mentioned City parks, whereas only 10 percent City-wide selected this activity. Sixty-two percent mentioned inspecting houses, a percentage that is higher than for any other district.

In District 5, the priorities attached to various program activities tended to reflect City-wide priorities. Some priority activities tended to be mentioned more frequently by District 5 residents than by residents City-wide. Thus, 54 percent mentioned inspecting houses (compared to 47 percent City-wide), 30 percent mentioned recreation (compared to 25 percent City-wide), and 30 percent mentioned repairing City streets (compared to 24 percent City-wide). In District 6 proportionately fewer respondents mentioned inspecting houses (39 percent) than did residents City-wide (47 percent), whereas proportionately more selected street repair (38 percent) than was true City-wide (24 percent). Residents in District 7, although they placed top priority on the same three activities as did other residents, selected several other activities more frequently than did other districts' residents. Sixteen percent mentioned garbage and trash collection (compared with 8 percent City-wide); and 20 percent mentioned baiting and killing rodents, compared to 13 percent of all respondents.

Inspection of Table 29 shows that the overall sample priorities in terms of decreases in expenditures tend to reflect percentaged responses on a district-by-district basis. Thus, planting and maintaining trees, maintaining City parks, and controlling traffic tend to be mentioned most frequently as candidates for expenditure cuts in all seven districts. Although the overall sample percentage of those indicating that expenditures for planting and maintaining trees could be cut was 45 percent, 55 percent of respondents in District 6 and 53 percent of District 5 respondents mentioned this activity. On the other hand, only 28 percent of District 1 residents and 32 percent of District 7 residents expressed a willingness to cut this activity. Residents in District 4 were more likely to indicate maintenance of City parks could be cut (42 percent) than any other district sample. Those in District 6 responded least frequently that this activity could be cut (16 percent).

The geographic area where traffic control and enforcement of parking regulations are relatively low priority activities is District 2. Thirty-seven percent of those responding selected these activities as ones to be cut back, compared to 30 percent of respondents City-wide.

Table 29

NUMBER AND PERCENTAGE OF RESPONDENTS CITING POSSIBILITY FOR DECREASED EXPENDITURE, BY SERVICE AREA, BY DISTRICT

	District														TOTAL	
	1		2		3		4		5		6		7			
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Preventing Crime and Enforcing the Laws	1	3%	0	0%	1	2%	1	3%	2	3%	0	0%	1	4%	6	1%
Inspecting Houses and Making Owners Clean Up Housing Units that are Run Down or Present Health Hazards	10	31	13	16	11	13	3	9	8	11	6	8	4	16	55	13
Boarding and Cleaning Up, or Demolishing, Abandoned Buildings that are Health Hazards or Eyesores	9	28	7	9	17	20	1	3	12	17	12	15	2	8	60	14
Providing Recreation Activities	8	25	12	15	23	27	4	12	15	21	17	22	2	8	81	19
Repairing and Maintaining City Streets	3	9	7	9	9	11	3	9	7	10	1	2	2	8	32	7
Lighting City Streets	3	9	12	15	9	11	4	12	8	11	4	5	1	4	41	9
Fighting and Preventing Fires	2	6	2	3	3	4	0	0	0	0	3	4	0	0	10	2
Inspecting Sanitary Conditions in Public Food and Beverage Establishments	7	22	11	14	12	14	5	14	10	14	11	14	1	4	57	13
Baiting and Killing Rodents	14	43	17	21	20	24	4	12	23	31	20	25	4	16	102	24
Maintaining City Parks	10	31	20	25	30	35	15	42	27	37	29	37	4	16	135	31
Controlling Traffic and Enforcing Parking Regulations	11	34	30	37	20	24	10	28	25	34	23	29	7	28	126	30
Collecting and Removing Garbage and Trash	3	9	6	8	5	6	1	3	7	10	5	7	0	0	27	6
Planting and Maintaining Trees in City Parks and along City Streets	9	28	34	42	40	47	16	45	39	53	44	55	8	32	190	45
Operating and Maintaining the City Sewer System	4	13	12	15	4	5	1	3	8	11	0	0	0	0	29	6
Operating and Maintaining the City Water System	2	6	12	15	4	5	0	0	5	7	4	5	0	0	27	6
Number of Respondents in District	33		82		86		36		74		80		25		416	

Beyond the three activities that were ranked similarly by all districts, there are additional inter-district differences of interest. Residents in District 1 were more willing to cut back on rodent control (43 percent) than were residents anywhere else in the City (24 percent selected this activity City-wide). Also District 1 respondents were more willing to cut back on boarding and cleaning up abandoned buildings and inspecting houses than were other Harrisburg residents. Twenty-eight percent selected boarding and cleaning up abandoned buildings, compared to only 14 percent City-wide; and 31 percent would reduce inspecting houses as an activity, compared to only 13 percent of all residents sampled. Another 22 percent of District 1 residents were willing to cut back on inspections of food and beverage establishments, compared to only 13 percent of all residents sampled.

Residents in District 2 responded much like the sample as a group, but did express more willingness to cut street lighting (15 percent compared to 9 percent for the entire sample) and to cut maintaining the sewer system and maintaining the water system (15 percent compared to 6 percent overall for both activities). District 3 residents, with the exception of responses focusing on recreation activities, responded much like other City residents. Twenty-seven percent mentioned cutting recreation activities compared to only 19 percent in the entire sample.

Respondents in District 4 were less likely to express a willingness to cut back on rodent control (12 percent compared to 24 percent for the entire sample), recreation activities (12 percent compared to 19 percent for the whole sample), and boarding up houses (3 percent compared to 14 percent for the entire sample). Residents in Districts 5 and 6 did not express cutback priorities that differed much from those expressed City-wide. In District 7 people tended to be less willing to cut back on recreation activities (8 percent) than were other Harrisburg residents (19 percent).

Differences Among Groups of Respondents

In addition to examining response variations on a geographic basis, it is useful to examine the variations among responses given by different subpopulations in the City. Thus, variables such as race or age, for example, might be associated with the priorities attached to different program activities. In the following discussion, five respondent or household characteristics - type of housing that respondents occupy, race, age, family income, and housing tenure (whether the dwelling unit occupied is owned, is being purchased, or is rented) - will be examined.

A total of six program activities from the 15 listed on the questionnaire will be examined for associations with the five respondent or household characteristics (hereinafter referred to as background variables). Specifically, the three activities that were selected most frequently given a budget increase - inspecting houses and making owners clean up housing units that are run down or present health hazards, preventing crime and enforcing the laws, and boarding and cleaning up or demolishing abandoned buildings that are health hazards or eyesores - and the three selected most frequently given a budget decrease - planting and maintaining trees in City parks and along City streets, maintaining City parks, and controlling traffic and enforcing parking regulations - will be examined.

Among the five background variables, only two permit one to distinguish between those citing crime prevention and law enforcement as needing more funds and those who do not. Nonwhite respondents tended to cite this activity less frequently (57.2 percent) than did white respondents (68.5 percent). Respondents reporting a family income of $25,000 or greater were much more likely to cite this activity; whereas only 61 to 65 percent of those in other income categories cited crime prevention and law enforcement, 17 of the 18 respondents in the highest income category did so.

A number of interesting associations between citation of inspecting houses as an activity requiring additional funds and background characteristics emerged. Respondents living in duplexes or triplexes were least likely to cite this activity (37.5 percent), whereas those living in row housing were most likely to cite this activity (55 percent). Other respondents, living in single-family housing and in apartments or mixed-occupancy units (part household, part commercial), cited this activity almost equally (43.4 percent of single-family units and 46.2 percent of apartment or mixed-occupancy units). Nonwhite respondents tended to give this activity a higher priority than did whites; 57.2 percent of nonwhite respondents cited the activity, whereas only 42.6 percent of whites did so. Renters tended to cite inspecting houses more frequently (50 percent) than did persons owning or buying their homes (45.2 percent). When the sample is classified by income, respondents in the $5,000-10,000 range were least likely to cite inspecting houses (43.1 percent). Other income groups were more concerned with this activity, those in the $15,000-25,000 bracket citing it most frequently (56.7 percent). A general tendency for older respondents to cite inspecting houses less frequently emerged. Thus, 56.0 percent of persons between ages 18 and 24 cited this activity; whereas only 32.9 percent of those aged 65 or more did so.

The other housing activity, boarding and cleaning up or demolishing abandoned buildings, was cited differently by certain subgroups in the sample. Respondents living in duplexes or triplexes cited it 48.1 percent of the time; whereas those in apartments or mixed housing cited it only 38.5 percent of the time, the lowest percentage among the four different housing groups. Nonwhite respondents cited this activity more frequently (50.7 percent) than did whites (43.0 percent). Those owning or buying their homes were apparently more concerned with this activity than were renters; 48.1 percent of those owning or buying cited the activity, whereas 42.0 percent of those renting did so. Two income groups were relatively concerned with this activity. Of those earning between $10,000 and $15,000, 53.1 percent cited this activity, as did 61.1 percent of those earning $25,000 or more. Roughly 42 percent of other income groups cited this activity. Respondents aged 65 years or more were least likely of all age groups to cite this activity; 32.9 percent did so, whereas between 47 and 53 percent of other age groups did.

Turning to the activities that were most frequently mentioned as candidates for decreased funding, given the need to cut expenditures, several associations between propensity to cite the activity of planting and maintaining trees in City parks and along City streets and background characteristics emerge. First, the group of respondents living in duplexes or triplexes were most likely of all groups (classified by housing structure) to offer this as an activity to be cut back (56.7 percent). Those in single-family homes were least likely to do so (34.2 percent). Both of the other two groups (row houses and apartments or mixed units) cited this at a rate of 41.0 percent. Persons renting their homes were more likely to mention cutting this activity (48.9 percent) than were owners or buyers (42.7 percent). A clear trend for older respondents not to want this activity cut emerged; only 30.5 percent aged 65 or more cited it, whereas 52.0 percent aged 18 to 24 did so. In terms of income categories, those earning more income tended to cite this activity more frequently than did those earning less; only 41.1 percent of those earning $5,000 or less would cut back on planting and maintaining trees, 45.5 percent earning between $5,000 and $10,000 would do so, and a majority in all higher income categories would do so.

Several relatively strong associations between background characteristics and propensity to cite the activity of maintaining City parks as one that could be cut emerge. Respondents living in row houses were least likely to cite this activity (24.5 percent), whereas almost one-third or more in other housing structures would cut back on City parks maintenance. Nonwhites were clearly more concerned with the maintenance of parks than were whites in that only 23.2 percent of the nonwhites sampled cited this activity, whereas 37.0 percent of the whites did. Only 16 percent of respondents aged 18 to 24 would cut this activity; whereas 31.7 percent aged 25 to 54, 43.9 percent aged 55 to 64, and 34.1 percent aged 65 years or more would cut back. No clear trend emerges with respect to income categories; whereas approximately 28 percent of those earning $10,000 or less would cut back, 46.9 percent in the $10,000-to-$15,000 category would. However, only 25.4 percent of those in the $15,000-to-$25,000 and 38.9 percent in the $25,000-or-greater category cited this activity.

Few of the background variables appeared to be associated with respondents' propensities to cite the activity of controlling traffic and enforcing parking regulations. In general, older respondents tended to cite this activity less frequently. Only 13.4 percent of those aged 65 years or more cited this activity, whereas 42.0 percent aged 18 to 24 did so. Among the income classes in the City, those earning between $15,000 and $25,000 were most likely to suggest cuts in this activity (41.8 percent); and those earning $5,000 or less were least likely (19.2 percent) to suggest cuts. Surprisingly, residents reporting a family income of $25,000 or greater were relatively unlikely to suggest cutbacks (22.2 percent).

C. Attitudes Toward Tax Increases

As respondents were asked to select program activities that require additional funds, they were also asked whether they would be willing to have taxes increased, if that were the only way that increased funding would be possible. Not surprisingly, fewer persons favored a tax increase than favored increases of expenditures in various program areas.

Thus, as Table 30 indicates, although 64 percent of the sample expressed a need for more expenditure on law enforcement activities, less than a majority, 43 percent, favored a tax increase to support this additional activity. A similar relationship emerges between the percentages of those favoring more funding for other activities and those favoring tax increases to make this possible. For example, 23 percent favored increasing taxes in support of inspecting houses and enforcing codes (as opposed to 47 percent who said this activity should be increased), and 21 percent favored higher taxes for taking care of abandoned buildings (as opposed to 25 percent who said this area required additional funding).

Table 30

NUMBER AND PERCENTAGES OF RESPONDENTS FAVORING TAX INCREASES TO INCREASE SERVICE LEVELS AND SELECTED PROGRAM ACTIVITIES

	Total Number	Total Percent*	Ranking	Favor Tax Increase Need Increased Funding **
Preventing Crime and Enforcing the Laws	180	43%	1	66%
Inspecting Houses and Making Owners Clean up Housing Units that are Run Down or Present Health Hazards	96	23	2	48
Boarding and Cleaning Up, or Demolishing, Abandoned Buildings that are Health Hazards or Eyesores	88	21	3	46
Providing Recreation Activities	65	16	4	61
Repairing and Maintaining Streets	59	14	5	58
Lighting City Streets	50	12	7	52
Fighting and Preventing Fires	52	13	6	60
Inspecting Sanitary Conditions in Public Food and Beverage Establishments	32	8	9	40
Baiting and Killing Rodents	39	10	8	67
Maintaining City Parks	26	7	10	58
Controlling Traffic and Enforcing Parking Regulations	21	[illegible]	10	46
Collecting and Removing Garbage and Trash	20	5	10	54
Planting and Maintaining Trees in City Parks and along City Streets	19	5	10	55
Operating and Maintaining the City Sewer System	12	3	11	58
Operating and Maintaining the City Water System	12	3	11	75

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*Percentages based on all 423 respondents.

**Percentage of those who cited a need for increased funding (from Table 27) who favor a tax increase for this purpose.

For the four other activities mentioned relatively frequently as requiring increased expenditure levels, the percentages of those favoring a corresponding tax increase were as follows: 16 percent for recreation, 14 percent for street repair, 12 percent for street lighting, and 13 percent for preventing and fighting fires.

It should be noted, however, that fully 67 percent of the respondents indicated that they would favor a tax increase if it were tied to increased effort in a program area they thought required it; while 32 percent were against a tax increase to support any activity on the list, and 1 percent were uncertain. While not all those who would favor a tax increase feel the need to increase efforts in the same program area, the findings show that there is considerable support for a tax increase if it would result in increased effort being made in the priority areas discussed above.

Associations between the response to the tax question and socioeconomic descriptive variables were identified which provide insight as to those subpopulations which favor the idea more than others. In general, men tended to favor the idea of a tax increase more than women; but there was almost no difference between whites and nonwhites in response to this question. Support for the idea decreased with age; while roughly 71 percent of the respondents in the age group of 18 to 55 favored it, 61 percent of those over 55 did so.

With regards to dwelling type, approximately 70 percent of those respondents living in apartment buildings or rowhouses said they favored a tax increase, 65 percent of those in single-family homes favored the idea, while 62 percent of those living in duplexes and triplexes favored the idea. While 63 percent of the respondents in owner-occupied homes supported the idea, 73 percent of those who are renting did so. Looking at income, a consistent 68 percent of the respondents in two annual household income ranges - below $5,000 and between $5,000 and $10,000 - said that they would favor such a tax increase. Those in the middle range - from $10,000 to $15,000 - support the idea the least (63 percent), while those with household incomes above $15,000 supported it the most (72 percent). In terms of districts, the greatest support came from District 1 (85 percent) and District 5 (76 percent), with the least coming from District 4 (55 percent) and District 7 (56 percent). It should be noted from these figures that while there is a variation from one subgroup to another in most cases a majority of the respondents in these subgroups said they supported the idea.

D. Summary

The responses obtained in the objectives portion of the survey provide an indication of the importance accorded the objectives established by the City, as well as those of other governmental jurisdictions. The ratings discussed above can be interpreted as measures of the appropriateness of various elements of the City's overall program structure, as they represent the degree to which official objectives reflect the desires of Harrisburg's residents.

A number of findings generated by this part of the survey should be of interest to City officials. First, among all the objectives included in the questionnaire, those that were accorded the greatest importance by the respondents correspond to program activities of the City as opposed to other local jurisdictions. Thus, those areas that are of greatest concern to the constituency as a whole appear to be within the domain of the City government. Below these most important objectives, non-City objectives are interspersed with City program objectives.

The objectives which are clearly felt to be the most important by the great majority of the respondents are the two relating to law enforcement - reducing the number of crimes and solving those crimes that are committed. Following these two, the next most important objectives relate to housing, employment, and fire prevention and control, which has obvious links to the housing objectives. As in most other cities, crime, housing, and employment are the areas of greatest concern to Harrisburg residents. The high level of importance attached to this top set of objectives is heavily underscored by the fact that with the exception of the relatively low rating of the fire prevention objective by nonwhites these objectives were accorded the greatest importance by all the subgroups examined. This indicates a strong consensus regarding the first-rank importance of these objectives.

Below this top tier of objectives, the City-related objectives accorded the greatest importance relate to recreation and street maintenance as well as other aspects of housing problems. Thus, the problem areas which have been seen in a preceding section of this report to surface persistently as concerning residents at the neighborhood level - crime, housing, recreation, and, lastly, street conditions - are directly reflected in the order of importance with which residents rank City objectives. One somewhat curious finding is that a noticeably smaller proportion of respondents endorse the idea of helping people repair and improve their properties than support the other three housing-related objectives. There would appear to be greater support for code enforcement and the provision of public housing than for programs which seek to actively assist property owners in improving private property.

While the rankings of the importance of the objectives by the socioeconomic groups discussed are in almost complete accord regarding the most important objectives, the differences observed in their rankings of the remaining objectives are for the most part readily explainable. The higher ratings given to the housing objectives by the lower income respondents, for example, are in their self-interest; while the greater relative importance they place on the objectives relating to medical services and public transportation reflect the greater dependence of this group upon the public provision of these services. Similarly, the differences between the rankings by whites and nonwhites can be easily interpreted given the fact that to a considerable degree race unfortunately acts as a surrogate variable for delineating the "welfare sector" of the population. Nonwhites place relatively greater importance on all the housing-related objectives because they are in the greatest need of these programs. Furthermore, nonwhites in general have a greater need for the kinds of social programs whose objectives they also accord more importance. Whites as a group in general are in lesser need of housing assistance and social programs and thus place greater importance on the City's traditional caretaker objectives.

Two comments are in order here regarding those City objectives that were accorded relatively little importance, those at the bottom of the ranking. First, it should be noted that while the City appears to be placing priority on rebuilding the City's CBD through the Harristown project this objective was consistently accorded the least importance of all those included in the survey. Only 50 percent of the respondents answering the question rated Harristown as being of greater-than-average importance.

Second, it should be understood that a low ranking of relative importance is just that - a measure of relative importance. As such, it is difficult to interpret in an absolute sense with any degree of certainty. For example, people simply may not care about the planting and maintenance of trees around the City; or they may desire this activity but see it as an aesthetic value having less importance than objectives intended to meet more basic needs. Either way it would be an indication of priorities. In the same vein, the low ranking of the objective of reducing automobile accidents should not be taken to mean that residents approve of accidents; rather it is much more likely to indicate that they feel the accident rate is acceptable, or nearly so, and reducing it is not of primary importance.

The responses to the questions regarding increases and decreases in funding levels in specific program areas and the desirability of an increase in taxes represent a net total assessment of problems and priorities from the citizen point of view more than findings from any other portion of the survey. In a sense, they also represent the culmination of what citizen attitudes toward problems and City services imply for future programming and budgeting. That is, these findings indicate what citizens think present priorities, or those in the immediate future, should be, given their perceptions of existing problems and conditions in the City, their evaluation of current performance of City services, and their expectations as to what City government can accomplish.

In general, the priorities as set by the survey respondents in the aggregate reflect the areas of primary concern that have emerged from the other portions of the survey. The priority activities for increased expenditures are crime prevention and law enforcement, housing programs, recreation, and street maintenance, all areas which have surfaced as objects of citizen dissatisfaction and complaints and as areas in need of improvements.

The priorities set in terms of increased expenditures also parallel the relative importance placed on City objectives to a great extent, and in fact the discrepancies between the two may be of greater interest than the similarities. For example, the objective of preventing and fighting fires was ranked fourth; while as an activity requiring additional funding, it was ranked seventh. While an overwhelming majority said that this objective was of greater-than-average importance, only 20 percent said it should have increased funding. This is evidently an indication that while citizens feel that the objective of fire prevention and detection is of basic importance for the most part they also feel that present performance of that function is adequate.

Similarly, the responses to this section of the questionnaire would appear to indicate that citizen evaluations of such alternatives are rational in other respects. Many of those activities which were cited most frequently as candidates for decreased funding, if necessary - such as planting and maintaining trees, maintaining parks, controlling traffic, and baiting and killing rodents - were cited with less relative frequency as requiring additional funds. Where this is not the case, the assessment would seem to be realistic. The activities of operating and maintaining the City's water and sewer systems, for example, were cited very infrequently either as requiring increased funding or as candidates for decreased funding. Evidently people feel that these services are adequate at present but that they are basic services on which the City cannot afford to cut back. The reverse is the case with the provision of recreational activities; while this function is seen by many as one which should be given additional emphasis, it is also one which can be cut more easily than others.

Finally, with respect to the desirability of a tax increase, 67 percent of the respondents indicated that they would favor some sort of tax increase if it were tied to increased effort in a program area that required it. While this apparent consensus is reduced when the variation in service areas to which a tax increase preference is tied is taken into account, the findings nevertheless show that the idea of a tax increase, if it were to lead to improved service performance, is endorsed by a substantial proportion of the population. On the other hand, the numbers of respondents citing the need for increased expenditures in specific program areas greatly exceeds the number favoring corresponding tax increases. This may be an indication that other respondents feel that either internal shifts in the budget should be made to increase the funding of some activities at the expense of others or that additional funds should be sought from outside the City.

VII. CONCLUSIONS

VII. CONCLUSIONS

The preceding sections have attempted to present the findings of the community survey in a straightforward manner. With the exception of the section on interactions between citizens and the police, there has been little detailed analysis; rather the intent has been to describe the pattern of responses elicited in the interviews. Taken together, the data obtained in the survey provide a snapshot of living conditions and public services in Harrisburg at one point in time, as perceived by a cross-section of the City's residents. This concluding section discusses overall impressions of this snapshot developed through somewhat subjective interpretations of the data reported above.

A. Primary Concerns

The same set of problems emerged repeatedly in different parts of the survey as areas of primary concern to the sample population regarding Harrisburg as a physical and social environment. The City's program objectives which received the greatest endorsement in the survey relate to public safety - especially law enforcement - and to housing, employment opportunities, recreation, and street maintenance. Corresponding items were rated the lowest in the neighborhood perceptions section, with the exception of employment opportunities, which was not included. The complaints that respondents cited most frequently also referred to the police and public safety. Other frequent complaints focused on housing upkeep and street conditions, in addition to trash collection, a service which on the whole was rated quite highly.

When asked about personal and household impacts of the current economic situation, only a few (3.3 percent) of the respondents mentioned direct employment effects; most of the impacts cited referred to purchasing power and the ability to save. Yet employment and consumption are two sides of the same coin, and almost two thirds of those answering the question reported financial impacts of the recession. While the recession and its causes are clearly national issues far beyond the scope of local control, its effects further aggravate local economic problems. Endorsement of the two objectives relating to employment by overwhelming majorities of the sample clearly shows that Harrisburg residents support local governmental activities designed to teach new job skills and counteract the City's eroding economic base.

In addition to the top priority placed on the two law enforcement objectives, the fact that crime is the number one concern of most residents in terms of local public issues is evidenced by 64 percent of the respondents indicating that in their neighborhoods a person is not safe from crime. This concern is further substantiated by the finding that 32 percent of the problems mentioned in connection with the school system related to discipline and problems of crime and violence.

The survey respondents clearly do not place all the blame for crime in their neighborhoods on a lack of police services, as only 28 percent disagreed with the statement that the police provide good service to their neighborhoods. This suggests that many people feel that crime would continue to be a significant threat in their neighborhoods even if the police did a good job. On the other hand, while roughly two thirds of the respondents feel that the police treat people in their neighborhoods well, only a slight majority indicated that the police provide good service to their neighborhoods and only one third feel that the police do a good job in solving crimes committed in their neighborhoods. While the police are not seen as deserving the blame for crime in the City then, their performance is still not rated well by many residents.

An assessment of the police handling of victimizations from the victim's (or other household member's) point of view also yields mixed results. While more than two-thirds indicated that they are satisfied with the initial response time in answering calls to service, only 46 percent expressed overall satisfaction with the way the whole incident was handled. The analysis discussed in Section V reveals that the most important factor in explaining this low level of satisfaction is dissatisfaction with what the police did upon arrival in response to calls for service. This finding suggests that the quality of service when the police arrive to investigate a victimization is of principal concern. Thus, substantial proportions of both victims and nonvictims alike seem to feel that present police services in Harrisburg leave much to be desired.

Substantial proportions of the respondents indicated that the housing in their neighborhoods is not in good condition, that properties are not well maintained, and that their neighborhoods are generally deteriorating. In addition, 11 percent of those respondents who are renting rated their premises as poor; and 10 percent of those citing impacts of the current economic situation mentioned increased costs of housing. The City's stepped-up program in the area of housing, although concentrated geographically in two small areas, appears to coincide with the high priorities placed by those interviewed on the housing objectives. However, as pointed out in the analysis in Section VI, support for both code enforcement and public housing appears to be stronger than that for the objective corresponding to a rehabilitation program. Thus, the city-wide systematic housing inspections appear to be more in line with citizen priorities than the strategy of concentrating resources on investments in privately owned housing in two small areas.

The concern registered with street conditions and recreational facilities represents less intractable problems over which the City has much greater control than it does over crime and deteriorating housing. It does appear, though, that some of the dissatisfaction with City parks related to what some perceive as a lack of personal safety in some parks. In the main, however, while the City cannot control most of the factors producing crime and deteriorating housing, it could deal directly with poor street conditions and the perceived lack of recreational facilities, given the resources.

B. Level of Crime

Expressed concern with crime is one of the clearest findings that emerges from the analyses of the data collected from the survey. Indeed, it appears that both citizens (as evidenced by our findings) and Harrisburg public officials (as evidenced by numerous contacts over the last year) point to crime and its social and psychological results (fear, distrust, anger, and apathy) as indicators of a general decline in the quality of life in Harrisburg.

The control of crime as an objective of City programs is strongly endorsed by a preponderant number of respondents; and although the Harrisburg Police Department has assumed the major responsibility for attaining this objective, it is clearly not within the powers of the police to modify the social and economic conditions that are important as causes of crime. What the police can do, however, is to enforce existing laws in a way that gives Harrisburg residents the sense that their police are prepared to challenge the crime problem directly, wherever it exists in the City. Such a strategy is also a challenge to the attitude that crime is a problem of such proportions that no public agency or combination of public programs can affect existing trends.

Just how big a problem is crime in the City? One way to answer this question, in addition to examining citizen or public officials' perceptions, is to compare the crime rate in Harrisburg to that in other metropolitan areas of the Country.

Since 1967, the Law Enforcement Assistance Administration has funded a series of surveys to measure the extent of criminal victimizations within urban populations in this Country. One such study focused on the Dayton, Ohio, area, where a random sample of individuals residing in Dayton were interviewed during 1970. Among those cities where victimization surveys have been taken, Dayton is relatively similar to Harrisburg in terms of important demographic variables.* It is useful to compare the crime rates as revealed by victimization surveys in both cities. Table 31 presents the comparisons.

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*Although Dayton has a population of 250,000 (compared to Harrisburg's 68,000 population), each city has a similar proportion of nonwhite population, as well as a similar proportion of females. Comparisons in terms of ages, housing tenures, occupations, incomes, and automobile ownership generally point to the similarity of the two cities. Table A-10 in Appendix A presents these comparisons.

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Table 31

COMPARISON OF PERSONAL AND HOUSEHOLD VICTIMIZATION RATES BETWEEN DAYTON, OHIO, AND HARRISBURG

Part One Person Crimes	Rate Per 100,000 Persons	
	Dayton*	Harrisburg
Assault and Robbery	4000	1320
Assault	3200	410
Robbery	800	910

Part One Property Crimes	Rate Per 100 Households	
	Dayton*	Harrisburg
All Part One Property Crimes	44.0	21.0
Burglary	12.2	6.4
Larceny	29.4	13.2
Auto Theft	2.4	1.4

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*These statistics are reported in Carol B. Kalish, Crimes and Victims: A Report on The Dayton-San Jose Pilot Survey of Victimization (Washington, D. C.: U. S. Department of Justice, Law Enforcement Assistance Administration, 1974), p. 10.

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Inspection of these statistics reveals that, comparatively, Harrisburg has a much lower crime rate; 200 percent more Part One Person crimes per 100,000 persons were reported in Dayton, and 100 percent more Part One Property crimes per 100 households were reported there. The magnitude of the differences is enhanced by taking into consideration the fact that the Dayton data were collected five years prior to the Harrisburg data. Since crime levels have increased over time, statistics reported for Dayton for 1975 would probably reflect a higher crime rate than is reflected by Table 31.

The difference in Part One Person crime rates suggests that there is not only less crime in Harrisburg but it also tends to be relatively less violent. In fact, of the 154 victimization incidents reported by the Harrisburg residents, only 16 percent can be classified as Part One Person offenses.

Given these comparative statistics, it is possible to view the crime problem in Harrisburg in perspective. Although there is a widespread concern with crime, it may be that residents in Harrisburg are viewing the current levels they perceive in light of a much more crime-free environment than existed two decades or less ago. In different words, it may be that residents express apprehension about their own safety in part because the rate of increase in crime has them alarmed. Thus, although the probability of a given resident being victimized is comparatively low, the apprehension that such an event might occur results in people feeling afraid and behaving in a manner which restricts interpersonal contacts among City residents.

Concern with personal safety is not restricted to residents. Public officials who are responsible for interacting with citizens on the streets and in residents' homes (police and housing inspectors, for example) appear to be reluctant under some circumstances to interact with residents, apparently because they fear they might become victims of violent behavior. Some of the respondents interviewed in District 5 mentioned to interviewers that police officers sometimes appear to be reluctant to involve themselves in disputes among individuals, even where altercations are public. Members of the project staff were cautioned by City personnel against sending interviewers alone to collect information from households in some of the poorer parts of the City because a lone interviewer might encounter situations that would be threatening to his or her safety.

During the two-month period when the interviews were conducted, there were no incidents reported to the project staff that could be construed as threatening to an interviewer, male or female. Interviewers were able to continue their work until after sunset and at no time were forced to terminate interviews because circumstances dictated it would be prudent to do so.

In sum, the experiences of the project team, although admittedly limited, do not corroborate the expectations expressed by City officials. Although there are areas of the City that are physically deteriorated, the expectation that one might become a victim of a violent crime appears to be overstated. As a research hypothesis, the relationship between perceived safety from person-to-person criminal activities and the levels of interactions among persons living and/or working in the City can be stated thus: The greater one's expectation of encountering dangerous situations, the less the propensity to interact freely with others in the City.

With respect to residents, this behavioral propensity amounts to a reduction in the level of social activity in the City - a circumstance which may actually increase the probability of stranger-to-stranger crimes. Stated as an additional hypothesis, one could say that residents who contact their neighbors and other city residents frequently and move about in the streets and other public places are a deterrent to criminal behaviors.

City officials, to the extent that they demonstrate a willingness to interact with City residents of all types, can set an example that would serve as an indicator to the average citizen that his living environment is not so unsafe that it is dangerous to be outside under most circumstances.

C. Expectations and Perceptions of Government Responsiveness

The survey reveals a high degree of dissatisfaction with various conditions in Harrisburg and the provision of public services, although citizens' perceptions are by no means totally negative. The purpose of the survey is not to assess the quality of life in Harrisburg; and based on the findings, such an assessment would certainly yield mixed results. What the data do show, however, is that the level of dissatisfaction with various aspects of Harrisburg as a place to live is considerable, as indicated by the following responses.

Seen in a neighborhood perspective, 34 percent feel that housing is not in good condition, 34 percent feel that their neighborhoods are deteriorating, 34 percent indicated that streets and sidewalks are not in good condition, 51 percent said that parking is a problem, 60 percent feel that recreational facilities are inadequate, 46 percent feel that their neighborhood is not a good place in which to bring up children, 64 percent do not feel that people are safe from crime, and 41 percent said they would prefer to move if given the chance. Furthermore, 47 percent indicated that they had at least thought about complaining about the quality of City services or other aspects of the City's operation during the preceding 15 months.

These attitudes and opinions can be interpreted as expressions of needs and demands for improvement in physical and social conditions in Harrisburg. Citizens do feel that it is appropriate for the municipal government to be involved in these areas, as evidenced by the findings that majorities, in some cases very large majorities, endorse the importance of the program objectives presented to them.

Certainly much room for improvement in many respects is seen by residents of Harrisburg, but many do not seem to expect much along these lines from City Hall. To a great extent, this may be a realistic appraisal of the City's ability to counteract these problems on a large scale given the resources available and the fact that many of the important "causal" factors lie beyond the control of City officials. While such problem areas as street maintenance and recreational facilities are directly within the province of local government (although subject to resource constraints), problems such as crime and housing are deeply rooted in environmental factors which in a practical sense the City must cope with rather than master. The City must deal with these larger and more evasive problems and seek ways of alleviating them, but the improvement which can be reasonably anticipated is admittedly marginal. The fact that some respondents feel that crime is a problem in their neighborhoods even though they agree that the police are providing good service to those neighborhoods, for example, would seem to indicate that citizens do not have unfair expectations of what local government can do.

On the other hand, a lack of confidence in the City's ability or desire to deal with specific problems also emerges from the survey. For example, 41 percent of the complaints which people had in mind regarding some aspect of the City's operation or some problem with which the City might deal were never formally registered. In 42 percent of the cases where the complaints were not reported to City officials, the respondents felt that it would do no good to complain; and in another 6 percent of these cases, the respondents expressed a fear that complaining might do more harm than good. In 50 percent of the 46 victimization cases which were not reported, household members explained their actions by pointing out that it would not do any good.

To some extent these findings may reflect sentiment that the City is not responsive to citizens' problems. While there is a feeling of resignation to the inevitability of problems which the City cannot control, there may also be a feeling that the City does not respond well to citizens' problems about which it is in a position to do something. As pointed out in the section on complaints, the lack of satisfactory responses to registered complaints may lead over time to a lesser propensity on the part of citizens to actually register complaints, thus reducing an important channel of feedback with the possible consequence of further reducing responsiveness in the long run.

D. Alternative Approaches

As the preceding sections have shown, substantial proportions of Harrisburg's residents feel dissatisfied with existing conditions and public services in the City. The primary areas of concern center on crime, housing, employment opportunities, recreation, and street conditions. Very high proportions of the sample population place priority on the City's program objectives aimed at alleviating these problems, but expectations as to what the City can actually accomplish in these areas seem to be less than what is seen as needing to be done. In part, this may reflect an understanding that many of the critical variables are beyond the control of local government and that in any event these problems may not be totally the responsibility of the public sector. On the other hand, it may reflect in part a lack of confidence in the ability of City Hall at present to perform as well as might be expected.

What, then, can the City do to combat more effectively the range of problems which concern its citizens? In general, two kinds of options can be discussed: (1) Consolidation of the City with surrounding jurisdictions and (2) improvement or reprogramming of the City's own capabilities to confront these problems. From the viewpoint of Harrisburg residents, the possibility of consolidation with surrounding jurisdictions should not be ruled out; of those responding, 46 percent indicated that they were for consolidation, and 40 percent said they were against the idea.

Curiously, very little association is found between neighborhood perceptions and responses to the consolidation question. For the most part, respondents who expressed dissatisfaction with neighborhood conditions and public services are not more likely to favor consolidation, as might have been expected. Support for consolidation, therefore, is not concentrated among the respondents indicating dissatisfaction with present conditions; nor do these people uniformly see consolidation as a way of improving these conditions.

While there is not a majority either way, almost half the respondents indicated they feel that consolidation would be beneficial in terms of increased efficiency and effectiveness, greater revenue generation, service improvements, and other civic benefits. Furthermore, those who favored consolidation expressed stronger support for their position than did those against the idea in terms of willingness to become involved in a campaign on the issue. However, a move toward consolidation would obviously require strong support in the adjacent jurisdictions as well; and if past experience in other metropolitan areas serves as any indication, one would expect to find less enthusiasm in these other jurisdictions than in Harrisburg itself.

The second general approach is to improve or reprogram the capability of the existing City government to provide public services and control activities which are effective in improving the conditions of greatest concern to City residents. While measures to improve management and operating procedures can and should be taken, the principal problem is the lack of resources available to City Hall. Even with state and Federal grant programs, the City is hard-pressed to maintain existing levels of service, much less expand them, given steadily increasing costs of operation without commensurate increases in tax base. While there is a natural reluctance to increase tax rates at a time when many households (65 percent) are feeling the effects of a national economic recession, the City would require increased revenue to expand its services.

Survey respondents were asked whether they would favor a tax increase if the additional revenue would result in an actual increase in service levels in one or more service areas they felt specifically needed to be improved. A total of 67 percent of those responding replied in the affirmative, 32 percent said "no," with 1 percent feeling uncertain. While the question did not probe attitudes about particular kinds of taxes or the extent to which taxes might be increased, this response indicates that the City should consider this alternative as a possibility. It cannot be emphasized too strongly, however, that this response in favor of a tax increase is based on the assumption of improved performance in those service areas most urgently requiring it.

While these possibilities were not posed in such a way that respondents were asked to choose between two alternatives, it is clear that there is greater sentiment in favor of increasing taxes than there is for local governmental consolidation. A tax increase is also within the prerogative of the City itself, while the feasibility of a move toward consolidation is at best uncertain.

The survey shows that in line with the concern on the part of Harrisburg residents about deficient public services and unsatisfactory conditions which warrant the City's attention there is considerable support for the idea of a tax increase if it would indeed result in increased service levels. However, if such a tax increase were to materialize, it would signify at best an incremental expansion of available resources and would by no means represent a panacea for solving the City's problems.

The responses to the expenditures portion of this survey provide an indication of citizen priorities among a wide range of City activities in terms of increased funding. The areas cited most frequently as requiring increased funding, if this would lead to expanded levels of effort, are law enforcement and housing programs. Following these, the activities mentioned most often are providing recreational activities, street maintenance, street lighting, and fighting and preventing fires. Those cited least frequently include the water system, the sewer system, planting and maintaining trees, trash collection and removal, traffic control and parking regulation, and maintaining City parks.

The general pattern of these responses is that respondents are ready to cite activities which need increased funding but reluctant to indicate areas in which expenditures could be reduced. Many simply could not identify activities in which they thought the City could afford to cut back. The areas cited most often as candidates for cutbacks are tree planting and maintenance, City parks, traffic control and parking regulation, and baiting and killing rodents. These rankings do suggest that the possibility of budget shifts from nonpriority to priority activities should be given consideration. However, the overall pattern of responses also suggests that there is greater support for a tax increase to increase expenditures in priority areas, if the additional funding would indeed lead to expanded levels of effort, than for reducing service levels in other areas.

Given that the pool of available resources is clearly insufficient to meet all the needs and demands in the City as expressed through the responses obtained in the survey, it is of critical importance that existing resources be programmed effectively to pursue City objectives. The feedback of evaluative information into line management operations as well as the new program budget decision system should be helpful in this regard; and future citizen surveys, oriented more closely to specific issues that are pending, can serve as one source of this information feedback.

APPENDIX A

Appendix A

Table A-1 Selected Respondent Characteristics within each District

Table A-2 Distribution of Response by District and for Total Sample to Statement Concerning Safety from Neighborhood Crimes

Table A-3 Distribution of Response by District and for Total Sample to Statement Concerning Provision of Good Police Service to the Neighborhood

Table A-4 Distribution of Response by District and for Total Sample to Statement Concerning Police doing a Good Job of Solving Crimes in the Neighborhood

Table A-5 Distribution of Response by District and for Total Sample to Statement Concerning Residents not being Treated Well by Police in the Neighborhood

Table A-6 Mean Average Rating of Importance for each Objective by Selected Respondent Characteristics

Table A-7 Mean Average Rating of Importance for each Objective, by District

Table A-8 Percentages of Respondents Citing Need for Increased Expenditure in Priority Program Areas, by Selected Socio-Economic Characteristics

Table A-9 Percentages of Respondents Citing Possibility for Decreased Expenditure in Nonpriority Program Areas, by Selected Socio-Economic Characteristics

Table A-10 Comparison of Selected 1970 Census Statistics for Harrisburg, Pennsylvania, and Dayton, Ohio

Table A-1

SELECTED RESPONDENT CHARACTERISTICS WITHIN EACH DISTRICT

	District							Total Sample
	1	2	3	4	5	6	7	
Percent Female	66.7%	61.2%	51.2%	47.2%	71.2%	53.2%	72.0%	58.9%
Percent Male	33.3	38.7	48.8	52.8	28.8	46.8	28.0	41.1
Percent White	93.5	52.5	71.1	38.9	58.6	91.0	37.5	66.2
Percent Nonwhite	6.5	47.5	28.9	61.1	41.4	9.0	62.5	33.8
Mean Age	46.8	41.2	46.5	46.2	45.4	46.4	41.4	44.9
Median Age	42.0	32.0	42.5	48.0	43.8	48.0	35.0	42.2
Marital Status (Percent)								
Married	24.2%	46.9%	58.1%	62.9%	54.1%	69.6%	24.0%	53.1%
Separated	6.1	11.1	7.0	11.4	12.2	3.8	20.0	9.0
Divorced	18.2	1.2	5.8	2.9	4.1	7.6	4.0	5.5
Single	33.3	29.6	16.3	17.1	16.2	5.1	32.0	19.5
Widowed	18.2	11.1	12.8	5.7	13.5	13.9	20.0	12.9
Education (Percent)								
No High School	12.5%	11.0%	10.6%	11.4%	13.7%	1.3%	12.0%	9.8%
1 to 4 Years High School or Technical or Business School	59.5	69.5	56.5	65.8	73.9	73.5	76.0	65.8
Post High School	28.2	19.5	32.9	23.0	12.3	25.3	12.0	22.2

Table A-1 (Continued)

	District 1	District 2	District 3	District 4	District 5	District 6	District 7	Total Sample
Occupation (Percent)								
Professional, Technical, Managerial	22.6%	15.9%	29.4%	34.3%	5.6%	34.2%	4.3%	22.0%
Sales or Clerical	19.4	14.6	8.2	8.6	20.8	15.2	21.7	14.7
Craftsman	16.1	23.2	16.5	17.1	23.6	17.7	8.7	18.6
Private Laborer	6.5	15.9	9.4	8.6	15.3	6.3	0.0	10.6
Housewife	0.0	2.4	5.9	5.7	6.9	1.3	17.4	4.5
Student	3.2	0.0	0.0	0.0	1.4	0.0	4.3	.7
Retired	29.0	17.1	20.0	17.1	18.1	17.7	17.4	18.7
Other	3.2	2.4	5.9	0.0	1.4	6.3	4.3	3.6
Unemployed (Percent of Active Labor Force)	0.0%	11.0%	6.0%	11.0%	10.0%	1.6%	36.0%	6.0%
Income (Percent)								
Less than $5,000	41.9%	25.0%	15.9%	9.4%	17.1%	5.4%	38.1%	18.6%
$5,000 to $10,000	19.4	32.9	28.0	20.1	44.3	25.7	28.6	31.3
$10,000 to $15,000	22.6	26.3	20.7	39.5	21.4	33.8	9.5	24.9
More than $15,000	12.9	13.1	28.0	21.9	17.1	31.1	19.0	21.7
Housing Structure (Percent)								
Single-Family	3.1%	18.4%	22.5%	22.2%	10.0%	25.3%	20.0%	19.0%
Duplex, Triplex, Rowhouse	21.9	48.7	61.2	72.2	82.8	64.6	68.0	60.9
Apartment Building and Mixed-Occupancy	75.1	32.9	13.7	5.6	6.3	10.1	12.0	19.5
Mean Number Years in Neighborhood	10.0	12.6	12.2	15.8	13.8	12.4	7.4	12.5

Table A-1 (Continued)

	District 1	2	3	4	5	6	7	Total Sample
Housing Tenure (Percent)								
Own or Buying	15.1%	48.8%	73.3%	68.5%	58.4%	74.1%	24.0%	57.8%
Renting	84.8	51.2	26.7	31.4	41.7	26.0	76.0	42.2
Renter's Rating of Premises (Percent)								
Outstanding	14.3%	7.1%	25.0%	0.0%	3.2%	5.0%	10.5%	10.2%
Good	35.7	33.3	33.3	30.0	45.2	35.0	26.3	35.0
Fair	28.6	45.2	37.5	40.0	41.9	60.0	47.4	42.4
Poor	17.9	11.9	4.2	30.0	9.7	0.0	15.8	11.3
Mean Number of People in Household	2.1	3.0	2.7	2.8	3.1	2.8	3.0	2.8
Mean Number of People 5 to 18 years Old in Household	.15	.7	.5	.6	1.1	.5	1.1	.6
Mean Number of Children under 5 years in Household	.06	.3	.2	.3	.2	.2	.4	.2
Percent who Voted in 1974	58.1%	58.2%	58.1%	55.6%	52.7%	61.0%	40.0%	56.1%
Political Party Affiliation (Percent)								
Strong Republican	7.1%	9.2%	10.8%	16.7%	8.7%	6.8%	0.0%	9.0%
Republican	17.9	11.8	20.5	10.0	24.6	39.2	34.8	22.9
Independent	17.9	22.4	24.1	33.3	15.9	23.0	17.4	21.9
Democrat	35.7	35.5	31.3	20.0	34.8	24.3	39.1	31.6
Strong Democrat	17.9	11.8	9.6	16.7	11.6	5.4	4.3	10.3

Table A-1 (Continued)

	District							Total Sample
	1	2	3	4	5	6	7	
Mean Number of People Working Outside the Household Full-time	.7	.8	1.1	1.0	1.0	1.1	.5	1.0
Mean Number of Licensed Drivers in Household	.8	1.3	1.5	1.4	1.3	1.5	.9	1.3
Mean Number of Operable Automobiles Per Household	.7	.9	1.1	1.3	1.0	1.5	.7	1.1

Table A-2

DISTRIBUTION OF RESPONSE BY DISTRICT AND FOR TOTAL SAMPLE TO STATEMENT CONCERNING SAFETY FROM NEIGHBORHOOD CRIMES

	District							
	1	2	3	4	5	6	7	Total Sample
Percent Strongly Agreeing	0.0%	2.5%	0.0%	2.9%	1.4%	3.7%	4.0%	1.9%
Percent Agreeing	19.4	13.6	21.2	22.9	19.2	31.3	12.0	21.1
Percent Feeling Neutral	9.7	12.3	4.7	8.6	17.8	16.2	8.0	11.5
Percent Disagreeing	29.0	28.4	34.1	34.3	32.9	43.8	40.0	34.8
Percent Strongly Disagreeing	38.7	42.0	40.0	31.4	27.4	3.7	36.0	29.7
Percent Don't Know	3.2	1.2	0.0	0.0	1.4	12.	0.0	1.0

Table A-3

DISTRIBUTION OF RESPONSE BY DISTRICT AND FOR TOTAL SAMPLE TO STATEMENT CONCERNING PROVISION OF GOOD POLICE SERVICE TO THE NEIGHBORHOOD

	District							Total Sample
	1	2	3	4	5	6	7	
Percent Strongly Agreeing	3.1%	5.0%	7.0%	5.7%	1.4%	3.7%	0.0%	4.1%
Percent Agreeing	50.0	40.0	45.3	31.4	54.1	61.2	44.0	48.2
Percent Feeling Neutral	12.5	13.7	11.6	22.9	14.9	16.2	4.0	13.8
Percent Disagreeing	18.8	18.8	14.0	8.6	13.5	8.7	36.0	15.3
Percent Strongly Disagreeing	15.6	16.2	11.6	20.0	13.5	2.5	16.0	12.4
Percent Don't Know	0.0	6.3	10.5	11.4	2.7	7.5	0.0	6.2

Table A-4

DISTRIBUTION OF RESPONSE BY DISTRICT AND FOR TOTAL SAMPLE TO STATEMENT CONCERNING POLICE DOING A GOOD JOB OF SOLVING CRIMES IN THE NEIGHBORHOOD

	District							Total Sample
	1	2	3	4	5	6	7	
Percent Strongly Agreeing	0.0%	1.2%	4.7%	0.0%	4.1%	2.6%	4.0%	2.6%
Percent Agreeing	25.8	26.8	28.2	19.4	37.0	28.2	44.0	30.0
Percent Feeling Neutral	25.8	23.2	23.5	16.7	16.4	26.9	12.0	21.6
Percent Disagreeing	6.5	23.2	9.4	19.4	19.2	11.5	24.0	16.1
Percent Strongly Disagreeing	9.7	12.2	14.1	11.1	8.2	2.6	8.0	9.4
Percent Don't Know	32.3	13.4	20.0	33.3	15.1	28.2	8.0	20.4

Table A-5

DISTRIBUTION OF RESPONSE BY DISTRICT AND FOR TOTAL SAMPLE TO STATEMENT CONCERNING RESIDENTS NOT BEING TREATED WELL BY POLICE IN THE NEIGHBORHOOD

	District							
	1	2	3	4	5	6	7	Total Sample
Percent Strongly Agreeing	3.1%	0.0%	0.0%	2.8%	1.4%	0.0%	0.0%	.7%
Percent Agreeing	6.3	6.2	7.0	5.6	5.6	2.5	16.0	6.2
Percent Feeling Neutral	25.0	23.5	10.5	16.7	16.9	11.2	8.0	16.0
Percent Disagreeing	50.0	44.4	51.2	55.6	53.5	61.2	60.0	52.6
Percent Strongly Disagreeing	12.5	14.8	17.4	5.6	8.5	15.5	8.0	12.9
Percent Don't Know	3.1	16.1	14.0	13.9	14.1	10.0	8.0	11.5

Table A-6

MEAN AVERAGE RATING OF IMPORTANCE FOR EACH OBJECTIVE BY SELECTED RESPONDENT CHARACTERISTICS

	Objectives																			
Respondent Characteristics	To reduce the number of traffic accidents in the city	To maintain the city's streets, including keeping the streets clean and free from snow	To plant and maintain trees along city streets and in city parks	To provide adequate recreational facilities and activities	To provide counseling and treatment for drug users and alcoholics	To provide food stamps and welfare payments to underprivileged people	To reduce the number of crimes committed in the city	To maintain a library system accessible to all citizens	To teach new job skills to unemployed persons seeking work	To assure that existing housing in the city is maintained at decent, safe, and sanitary levels	To solve crimes that are committed in the city	To provide fast, safe, and efficient public transportation to all parts of the city	To provide medical services for low income families and individuals	To help people make repairs and improve their properties	To upgrade presently unsatisfactory housing to satisfactory levels suitable for occupancy	To provide public housing for low income families and senior citizens	To prevent the occurrence of fires and reduce personal injury and property damage caused by fires that do break ou	To increase employment opportunities within the city	To rebuild the downtown Harrisburg area	To reduce air (or water) pollution
Sex																				
Male	6.349	7.526	6.094	7.661	7.474	6.888	8.807	7.453	7.911	8.341	8.751	7.515	7.556	5.765	6.840	7.447	8.224	8.228	5.851	7.196
Female	7.000	7.927	6.654	8.217	8.135	7.327	9.328	7.291	8.271	8.741	8.992	7.886	8.166	7.028	8.016	8.110	8.551	8.467	6.107	7.756
Race																				
White	6.688	7.830	6.776	7.873	7.567	6.644	9.107	7.281	7.847	8.323	8.851	7.784	7.626	5.844	7.175	7.554	8.601	8.311	6.156	7.813
Nonwhite	6.978	7.766	5.905	8.228	8.504	8.309	9.197	7.426	8.832	9.190	9.074	7.672	8.686	8.000	8.409	8.463	8.169	8.672	5.818	7.132
Housing Structure																				
Single-Family	7.040	8.040	6.027	7.562	7.514	6.274	9.200	7.400	7.486	8.587	9.080	7.493	7.227	5.853	7.187	7.041	8.653	8.027	6.365	7.767
Duplex, Triplex	6.683	7.904	6.466	8.163	8.058	7.155	9.202	7.369	8.452	8.718	8.853	7.529	8.000	6.534	7.612	7.981	8.165	8.538	6.350	7.596
Rowhouse	6.870	7.669	6.435	8.145	8.043	7.612	9.101	7.489	8.326	8.604	8.885	7.877	8.259	7.072	7.841	8.109	8.277	8.428	5.652	7.370
Apartment Building	6.060	7.557	6.829	7.943	7.671	6.710	9.043	7.029	7.757	8.429	8.900	8.029	7.743	6.171	7.486	7.714	8.957	8.603	6.061	7.754
Mixed	6.375	7.000	5.500	7.250	7.750	9.250	8.625	6.625	8.000	8.000	8.625	8.250	9.250	7.000	8.125	8.875	8.000	8.875	6.125	6.500
Housing Tenure																				
Own	6.819	7.787	6.365	7.184	7.554	6.520	9.093	7.353	8.101	8.389	8.866	7.647	7.480	6.333	7.466	7.423	8.584	8.240	6.014	7.531
Buying	6.867	8.067	6.533	8.656	8.122	7.124	9.122	7.622	8.189	8.911	8.822	7.544	7.956	6.556	7.622	7.944	7.888	8.100	6.522	7.422
Renting	6.555	7.500	6.330	8.216	7.835	7.691	9.074	7.160	8.017	8.449	8.863	7.828	8.182	6.497	7.545	8.057	8.497	8.503	5.703	7.537

Renter's Rating of Premises																				
Outstanding	5.389	7.000	6.833	7.111	7.222	5.389	9.056	7.167	7.944	9.111	9.222	7.833	6.556	5.222	7.500	6.833	8.722	7.588	6.167	8.333
Good	6.705	7.548	6.565	8.258	7.806	7.918	9.145	7.226	8.226	8.290	8.790	8.000	8.323	6.806	7.258	8.306	8.452	8.557	6.250	7.532
Fair	6.676	7.333	6.027	8.173	7.707	8.000	8.987	7.351	7.933	8.320	8.878	7.608	8.280	6.595	7.747	8.293	8.500	8.622	5.055	7.216
Poor	7.053	8.700	6.850	9.250	8.900	7.950	9.700	6.200	8.300	9.300	9.200	8.421	4.500	6.900	8.200	8.000	8.900	8.850	6.400	8.000
Last Voted																				
1974	6.375	7.674	6.388	7.649	7.714	6.672	9.142	7.356	8.000	8.591	8.897	7.579	7.541	6.155	7.341	7.675	8.431	8.121	6.083	7.389
1973	6.923	8.074	6.577	7.778	8.407	7.148	9.370	7.407	7.923	8.148	9.259	8.222	8.444	6.704	7.778	8.444	8.185	8.481	5.538	7.741
1972	6.588	7.882	6.235	8.485	7.235	6.912	8.912	6.971	7.912	8.353	8.882	7.676	8.000	6.000	7.000	8.059	8.294	8.441	5.333	7.118
1971 or earlier	7.162	7.595	7.405	8.027	7.811	7.703	9.324	7.378	8.108	8.811	9.378	8.111	8.054	7.270	8.162	7.973	9.111	8.472	6.459	8.108
Never	7.397	8.012	6.087	8.787	8.462	8.175	9.075	7.380	8.587	8.712	8.519	7.772	8.700	7.139	7.886	7.962	8.329	9.012	6.154	7.825
Political Party																				
Strong Republican	7.143	8.343	6.343	6.886	6.714	5.765	9.229	7.657	7.257	8.343	9.286	8.057	6.343	5.086	6.771	6.529	9.000	8.400	6.697	7.571
Republican	6.409	7.573	6.393	7.678	7.575	6.253	9.157	7.584	8.455	8.517	8.978	8.114	7.663	6.101	7.258	7.562	8.830	8.270	6.322	7.897
Independent	7.048	7.541	6.566	8.167	8.012	7.143	9.118	7.631	7.845	8.595	8.928	7.482	7.765	6.047	7.083	7.647	8.165	8.047	6.000	7.381
Democrat	6.566	7.697	6.475	8.262	7.992	7.828	9.172	6.943	8.361	8.631	8.779	7.421	8.328	7.289	8.057	8.174	8.281	8.620	5.664	7.431
Strong Democrat	6.800	8.275	6.525	8.225	8.275	6.925	9.250	7.350	7.975	8.800	9.225	8.075	8.300	6.525	7.875	8.625	8.900	8.692	6.850	7.775
Income																				
less than $5,000	6.861	7.904	6.767	8.205	7.889	8.068	9.233	7.356	8.397	9.096	8.959	8.500	8.219	7.370	7.986	8.847	8.972	8.722	6.268	7.889
$ 5-10,000	6.215	7.254	6.225	7.760	7.992	7.074	9.107	6.727	7.975	8.273	8.883	7.612	8.295	6.876	7.562	7.746	8.107	8.331	5.484	7.207
$10-15,000	7.051	8.255	6.265	7.928	7.480	6.684	9.122	7.378	8.155	8.673	9.000	7.684	7.459	6.204	7.500	7.816	8.443	8.245	6.163	7.454
$15-20,000	6.850	7.700	6.600	8.077	8.410	6.615	9.625	7.775	7.750	8.400	9.450	7.175	7.925	5.550	7.205	7.025	8.675	8.575	6.538	8.225
$20-25,000	6.519	7.778	6.926	8.148	7.926	7.000	8.704	8.259	8.037	9.000	8.259	7.444	7.148	6.519	7.519	7.615	8.222	8.296	6.741	7.593
$25,000 or more	7.000	8.722	6.389	7.944	8.222	6.588	9.667	8.333	8.222	9.222	9.444	7.167	7.500	4.389	7.222	7.111	9.111	8.167	6.722	7.529
Occupation																				
Professional, Technical, Managerial	6.681	8.000	6.495	8.154	7.934	6.281	9.253	8.220	7.802	8.747	9.000	7.934	7.055	5.835	7.209	7.489	8.615	8.396	6.626	8.079
Sales, Clerical	6.672	7.770	5.967	7.883	7.717	7.017	8.934	6.738	7.820	8.213	8.721	7.295	8.164	6.508	7.016	7.656	7.918	8.213	5.508	7.000
Craftsmen	6.597	7.792	6.701	8.623	8.130	7.494	9.195	6.948	8.013	8.519	8.896	7.182	8.169	6.579	7.468	8.299	8.158	8.416	5.831	7.325
Private Laborer	6.814	7.395	5.884	7.698	8.930	7.930	9.512	7.095	9.047	9.140	8.833	7.767	8.884	7.186	8.500	8.256	8.349	9.023	5.907	6.619
Housewife	7.421	8.474	7.263	8.611	7.789	7.889	9.895	7.842	8.684	8.947	9.368	8.421	8.789	8.316	8.105	8.947	9.632	8.947	6.211	8.684
Student	6.000	9.333	7.000	9.667	6.667	6.667	6.667	6.667	6.667	6.667	8.333	5.333	6.667	6.000	6.667	6.667	5.667	6.667	5.333	9.333
Retired	6.342	7.425	6.538	6.911	7.000	6.587	8.900	7.175	7.897	8.329	8.975	8.000	7.600	5.887	7.304	7.250	8.633	7.705	5.773	7.494
Unemployed	8.120	7.720	5.920	9.120	7.280	9.080	8.840	7.520	8.960	8.720	8.680	8.083	8.480	7.040	8.440	7.875	8.583	9.042	5.400	7.560
Other	6.667	8.333	6.400	7.800	8.733	7.067	9.333	6.600	8.800	8.667	8.867	8.200	7.733	7.467	8.200	8.733	8.667	8.867	7.400	7.933
Residential Preference																				
Stay	6.562	7.797	6.309	7.651	7.661	7.068	9.051	7.347	8.106	8.624	8.821	7.691	7.722	6.409	7.604	7.614	8.472	8.308	6.371	7.470
Move	6.913	7.598	6.532	8.293	8.063	7.220	9.190	7.287	8.092	8.420	8.914	7.746	8.075	6.578	7.385	8.040	8.328	8.408	5.699	7.515

Page 1 of 2

Table A-7

MEAN AVERAGE RATING OF IMPORTANCE FOR EACH OBJECTIVE, BY DISTRICT

	District							Total Sample
	1	2	3	4	5	6	7	
To reduce the number of crimes committed in the City	8.848	8.927	9.302	8.972	9.203	9.250	8.960	9.081
To solve crimes that are committed in the City	8.545	8.741	9.094	8.500	8.824	9.212	8.720	8.814
To assure that existing housing in the City is maintained at decent, safe, and sanitary levels	7.788	8.683	8.612	8.722	8.541	8.587	8.880	8.504
To increase employment opportunities within the City	8.129	8.321	8.523	8.583	8.122	8.350	8.400	8.301
To prevent the occurrence of fires and reduce personal injury and property damage caused by fires that do break out	8.125	8.407	8.365	8.139	8.135	8.938	8.520	8.146
To teach new job skills to unemployed persons seeking work	7.212	8.307	8.244	8.389	7.986	8.241	8.760	8.084
To provide medical services for low-income families and individuals	8.121	8.610	7.547	7.444	7.703	7.637	9.160	7.843
To provide adequate recreational facilities and activities	7.545	7.506	8.116	7.833	8.301	8.125	8.292	7.762
To provide fast, safe, and efficient public transportation to all parts of the City	8.250	7.481	7.849	8.083	7.541	7.475	8.200	7.680
To provide public housing for low-income families and senior citizens	7.970	8.309	7.329	8.056	7.959	7.525	9.160	7.632

Page 2 of 2

Table A-7 (Continued)

	District							Total Sample
	1	2	3	4	5	6	7	
To provide counseling and treatment for drug users and alcholics	7.563	7.305	7.442	8.750	8.203	7.850	8.750	7.581
To maintain the City's streets, including keeping the streets clean and free from snow	7.212	7.220	7.872	7.917	7.946	8.200	8.080	7.542
To upgrade presently unsatisfactory housing to satisfactory levels suitable for occupancy	7.273	8.073	7.247	7.500	7.662	7.175	8.120	7.522
To maintain a library system accessible to all citizens	7.303	6.617	7.837	7.639	7.108	7.525	7.640	7.310
To provide food stamps and welfare payments to underprivileged people	7.030	7.927	6.647	7.714	7.122	6.253	8.375	7.296
To reduce air (or water) pollution	6.939	6.854	7.679	8.361	6.770	8.139	8.840	7.203
To reduce the number of traffic accidents in the City	4.323	6.580	6.988	6.972	6.945	6.938	7.440	6.606
To help people make repairs and improve their properties	5.455	7.244	6.360	7.417	6.851	5.430	7.480	6.586
To plant and maintain trees along City streets and in City parks	6.364	6.146	6.756	6.114	5.918	6.762	6.720	6.426
To rebuild the downtown Harrisburg area	5.968	5.691	6.837	6.611	5.122	6.377	5.167	6.138

Table A-8

PERCENTAGES OF RESPONDENTS CITING NEED FOR INCREASED EXPENDITURE IN PRIORITY PROGRAM AREAS, BY SELECTED SOCIO-ECONOMIC CHARACTERISTICS

Priority Program Areas

1. Preventing Crime and Enforcing the Laws
2. Inspecting Houses and Making Owners Clean up Housing Units that are Run Down or Present Health Hazards
3. Boarding and Cleaning up, or Demolishing, Abandoned Buildings that are Health Hazards or Eyesores

	Program Area 1		Program Area 2		Program Area 3	
	Not Ranked	Ranked	Not Ranked	Ranked	Not Ranked	Ranked
Housing Structure						
Single-Family	32.9%	67.1%	56.5%	43.4%	53.9%	46.1%
Duplex, Triplex	34.6	65.4	62.5	37.5	51.9	48.1
Rowhouse	38.8	61.2	44.6	55.4	54.7	45.3
Apartment Building and Mixed-Occupancy	32.1	67.9	53.8	46.2	61.5	38.5
Race						
White	31.5%	68.5%	57.4%	42.6%	57.0%	43.0%
Nonwhite	42.8	57.2	42.8	57.2	49.3	50.7
Housing Tenure						
Own or Buying	34.4%	65.6%	54.8%	45.2%	51.9%	48.1%
Renting	36.9	63.1	50.0	50.0	58.0	42.0

Table A-8 (Continued)

	Program Area 1		Program Area 2		Program Area 3	
	Not Ranked	Ranked	Not Ranked	Ranked	Not Ranked	Ranked
Income						
Less than $5,000	38.4%	61.6%	45.2%	54.8%	57.5%	42.5%
$5,000 to $10,000	34.1	65.9	56.9	43.1	55.3	44.7
$10,000 to $15,000	38.8	61.2	53.1	46.9	46.9	53.1
$15,000 to $25,000	34.3	65.7	43.3	56.7	58.2	41.8
$25,000 or More	5.6	94.4	44.4	55.6	38.9	61.1
Age						
18 to 24 years	30.0%	70.0%	44.0%	56.0%	50.0%	50.0%
25 to 54 years	37.2	62.8	50.5	49.5	52.8	47.2
55 to 64 years	33.0	66.7	47.0	53.0	47.0	53.0
65 or more years	36.6	63.4	67.1	32.9	67.1	32.9

Table A-9

PERCENTAGES OF RESPONDENTS CITING POSSIBILITY FOR DECREASED EXPENDITURE IN NONPRIORITY PROGRAM AREAS, BY SELECTED SOCIO-ECONOMIC CHARACTERISTICS

Nonpriority Program Areas

1. Planting and Maintaining Trees in City Parks and Along City Streets
2. Maintaining City Parks
3. Controlling Traffic and Enforcing Parking Regulations

	Program Area 1		Program Area 2		Program Area 3	
	Not Ranked	Ranked	Not Ranked	Ranked	Not Ranked	Ranked
Housing Structure						
Single-Family	65.8%	34.2%	64.5%	35.5%	67.1%	32.9%
Duplex, Triplex	43.3	56.7	62.5	37.5	69.2	30.8
Rowhouse	59.0	41.0	75.5	24.5	71.9	28.1
Apartment Building and Mixed-Occupancy	59.0	41.0	67.9	32.1	66.7	33.3
Race						
White	53.0%	47.0%	63.0%	37.0%	73.3%	26.7%
Nonwhite	57.2	42.8	76.8	23.2	63.0	37.0
Housing Tenure						
Own or Buying	57.3%	42.7%	66.0%	34.0%	72.6%	27.4%
Renting	51.1	48.9	71.0	29.0	65.3	34.7

Table A-9 (Continued)

	Program Area 1		Program Area 2		Program Area 3	
	Not Ranked	Ranked	Not Ranked	Ranked	Not Ranked	Ranked
Income						
Less than $5,000	58.9%	41.1%	71.2%	28.8%	80.8%	19.2%
$5,000 to $10,000	54.5	45.5	72.4	27.6	69.1	30.9
$10,000 to $15,000	46.9	53.1	53.1	46.9	64.3	35.7
$15,000 to $25,000	49.3	50.7	74.6	25.4	58.2	41.8
$25,000 or More	50.0	50.0	61.1	38.9	77.8	22.2
Age						
18 to 24 years	48.0%	52.0%	84.0%	16.0%	58.0%	42.0%
25 to 54 years	50.5	49.5	68.3	31.7	65.1	34.9
55 to 64 years	53.0	47.0	56.1	43.9	71.2	28.8
65 or more years	69.5	30.5	65.9	34.1	86.6	13.4

Table A-10

COMPARISON OF SELECTED 1970 CENSUS STATISTICS FOR HARRISBURG, PENNSYLVANIA, AND DAYTON, OHIO

Race

	Harrisburg	Dayton
White	69.9%	69.3%
Nonwhite	30.7	30.7

Sex

	Harrisburg	Dayton
Male	44.7%	47.5%
Female	55.2	52.5

Age

	Harrisburg	Dayton
18 to 24 years	11.8%	21.7%
25 to 54 years	51.6	49.0
55 to 64 years	15.6	13.7
65 or more years	20.8	15.5

Housing Tenure

	Harrisburg	Dayton
Owner Occupied	44.8%	50.9%
Renter Occupied	55.1	49.1

Occupation

	Harrisburg	Dayton
Professional, Technical, Managerial	18.4%	17.3%
Sales, Clerical, Kindred	33.9	25.5
Craftsmen, Foremen, Operators, Service Workers	38.6	50.8
Laborers, Private Household Workers	8.2	6.3

Income

	Harrisburg	Dayton
$5,000 or less	26.2%	19.2%
$5,000 to $10,000	37.3	33.8
$10,000 to $15,000	23.2	27.9
$15,000 to $25,000	10.7	16.4
$25,000 or more	2.4	2.6

Automobiles Available

	Harrisburg	Dayton
0	37.7%	23.0%
1	46.8	48.4
2	13.2	23.6
3 or more	2.1	4.3

APPENDIX B

Appendix B

1. Survey Questionnaire
2. Introductory Letter to Citizens - Mailed approximately two weeks before first visit
3. Callback Form Letter - Left at households where no one was found at home
4. Follow-up Letter to Citizens - Mailed to households where repeated visits found no one at home

Case No. ________ Census Tract ________________

Harrisburg Survey Questionnaire

Address ____

____

Date ________________ Interviewer ________________

Time Started ________________ Time Completed ________________

No. Callbacks 1 2 3 4 5

Notes for Callbacks ______________________________________

____

____

____

1. Housing Structure
   1 ___ One Family House
   2 ___ Duplex or Triple
   3 ___ Row House
   4 ___ Apartment Building
   5 ___ Mixed Occupancy

2. Sex
   1 ___ Male
   2 ___ Female

3. Race
   1 ___ White
   2 ___ Non-white

4. Position in Household
   1 ___ Head
   2 ___ Spouse
   3 ___ Other (Identify) ________________

   Interviewer Comments ______________________________________

   ____

   ____

5. a. About how long have you been living in this neighborhood? __________

   b. IF LESS THAN FIVE YEARS, Where did you live before you moved here?

   1 ____ Another part of Harrisburg
   2 ____ Somewhere else Where? ______________________

6. When you think of your neighborhood, what area does that usually mean?

    1 ____ The immediate block or street where your home is located.
    2 ____ A few blocks around your home.
    3 ____ A larger section of the city.
    9 ____ DK

7. If you had a choice, would you prefer to stay in this neighborhood or move to another part of the city? 1 ____ Stay 2 ____ Move 9 ____ DK

8. Why? ____

____

9. About how long have you been living in this house or apartment? ____

10. a. Do you own or rent this home or apartment?

1 ____ Own outright 2 ____ Buying 3 ____ Renting

b. IF RENTING, How would you rate the condition of the premises?

1 ____ Outstanding 2 ____ Good 3 ____ Fair 4 ____ Poor
9 ____ DK 0 ____ NA/NR

11. What public services, if any, do you think should be improved in this neighborneighborhood?

____

____

12. Now I'm going to read you a list of statements each of which refers to some aspect of the neighborhood where you live at this time.

Indicate whether you agree or disagree with the following statements regarding your neighborhood. You can strongly agroe, agree, feel neutral about the statement, disagree, or strongly disagree with it. (Hand interviewee response card.)

	Strongly Agree	Agree	Neutral	Dis-agree	Strongly Disagree	DK	NR
a. Properties in this neighborhood are well maintained.	1 ___	2 ___	3 ___	4 ___	5 ___	9 ___	0 ___
b. This neighborhood is served with good recreational facilities.	1 ___	2 ___	3 ___	4 ___	5 ___	9 ___	0 ___

12. Continued	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	DK	NR
c. A person is safe from crime in this neighborhood.	1 ___	2 ___	3 ___	4 ___	5 ___	9 ___	0 ___
d. Parking is a problem in this neighborhood.	5 ___	4 ___	3 ___	2 ___	1 ___	9 ___	0 ___
e. The trash collection in the neighborhood is poor.	5 ___	4 ___	3 ___	2 ___	1 ___	9 ___	0 ___
f. This neighborhood is deteriorating fast.	5 ___	4 ___	3 ___	2 ___	1 ___	9 ___	0 ___
g. The people in this neighborhood get along well together.	1 ___	2 ___	3 ___	4 ___	5 ___	9 ___	0 ___
h. This neighborhood is a good place to bring up children.	1 ___	2 ___	3 ___	4 ___	5 ___	9 ___	0 ___
i. The streets and sidewalks in this neighborhood are in good condition.	1 ___	2 ___	3 ___	4 ___	5 ___	9 ___	0 ___
j. The public transportation provided to residents of this neighborhood is poor.	5 ___	4 ___	3 ___	2 ___	1 ___	9 ___	0 ___
k. The police provide good service to this neighborhood.	1 ___	2 ___	3 ___	4 ___	5 ___	9 ___	0 ___
l. The housing in the neighborhood is in good condition.	1 ___	2 ___	3 ___	4 ___	5 ___	9 ___	0 ___
m. Abandoned houses and other empty buildings are a big problem in this neighborhood.	5 ___	4 ___	3 ___	2 ___	1 ___	9 ___	0 ___
n. Traffic circulates well in this neighborhood.	1 ___	2 ___	3 ___	4 ___	5 ___	9 ___	0 ___
o. Residents in this neighborhood are not treated well by policemen.	5 ___	4 ___	3 ___	2 ___	1 ___	9 ___	0 ___
p. The schools in this neighborhood are good.	1 ___	2 ___	3 ___	4 ___	5 ___	9 ___	0 ___
q. The police do a good job in solving crimes committed in this neighborhood.	1 ___	2 ___	3 ___	4 ___	5 ___	9 ___	0 ___

13. Now I'm going to read you a list of objectives which have been suggested by some people as being important for local governments in Harrisburg to pursue. You probably have your own opinions about existing conditions and problems in Harrisburg, and you may or may not feel that these objectives are important. Given these opinions and your personal or household circumstances, indicate for each objective how important you feel it is on a scale from zero to ten. A zero would indicate that the objective is unimportant, a five would mean that it is of average importance, and a ten would indicate that the objective is of extreme importance.

	Unimportant					Avg. Impt.					Extr. Impt.
a. To reduce the number of traffic accidents in the city.	0	1	2	3	4	5	6	7	8	9	10
b. To maintain the city's streets, including keeping the streets clean and free from snow.	0	1	2	3	4	5	6	7	8	9	10
c. To plant and maintain trees along city streets and in city parks.	0	1	2	3	4	5	6	7	8	9	10
d. To provide adequate recreational facilities and activities.	0	1	2	3	4	5	6	7	8	9	10
e. To provide counseling and treatment for drug users and alcoholics.	0	1	2	3	4	5	6	7	8	9	10
f. To supply food stamps and welfare payments to underprivileged people.	0	1	2	3	4	5	6	7	8	9	10
g. To reduce the number of crimes committed in the city.	0	1	2	3	4	5	6	7	8	9	10
h. To maintain a library system accessible to all citizens.	0	1	2	3	4	5	6	7	8	9	10
i. To teach new job skills to unemployed persons seeking work.	0	1	2	3	4	5	6	7	8	9	10

13.	Continued	Unimportant					Avg. Impt.					Extr. Impt.
j.	To assure that existing housing in the city is maintained at decent, safe, and sanitary levels.	0	1	2	3	4	5	6	7	8	9	10
k.	To solve crimes that are committed in the city.	0	1	2	3	4	5	6	7	8	9	10
l.	To provide fast, safe, and efficient public transportation to all parts of the city.	0	1	2	3	4	5	6	7	8	9	10
m.	To provide medical services for low income families and individuals.	0	1	2	3	4	5	6	7	8	9	10
n.	To help people make repairs and improve their properties.	0	1	2	3	4	5	6	7	8	9	10
o.	To upgrade presently unsatisfactory housing to satisfactory levels suitable for occupancy.	0	1	2	3	4	5	6	7	8	9	10
p.	To provide public housing for low income families and senior citizens.	0	1	2	3	4	5	6	7	8	9	10
q.	To prevent the occurrence of fires and reduce personal injury and property damage caused by fires that do break out.	0	1	2	3	4	5	6	7	8	9	10
r.	To increase employment opportunities within the city.	0	1	2	3	4	5	6	7	8	9	10
s.	To rebuild the downtown Harrisburg area.	0	1	2	3	4	5	6	7	8	9	10
t.	To reduce air (or water) pollution.	0	1	2	3	4	5	6	7	8	9	10

14. Below is a list of activities carried on by the city of Harrisburg at present. (Give respondent card with list and read the following list.)

   a. Inspecting houses and making owners clean up housing units that are run down or present health hazards.

   b. Boarding and cleaning up, or demolishing, abandoned buildings that are health hazards or eyesores.

   c. Baiting and killing rodents.

   d. Collecting and removing garbage and trash.

   e. Repairing and maintaining city streets.

   f. Operating and maintaining the city water system.

   g. Operating and maintaining the city sewer system.

   h. Lighting city streets.

   i. Maintaining city parks.

   j. Providing recreation activities.

   k. Planting and maintaining trees in city parks and along city streets.

   l. Inspecting sanitary conditions in public food and beverage establishments.

   m. Preventing crime and enforcing the laws.

   n. Controlling traffic and enforcing parking regulations.

   o. Fighting and preventing fires.

15. Assume that a small amount of money can be added to the Harrisburg city budget next year. I'd like to ask you a few questions about which of these activities, if any, you think the city should spend the additional money on. In answering these questions, assume that spending more money would mean doing more of the activity.

   I. a. Which activity, if any, do you think most urgently requires the additional funds next year?

   ____

   b. Would you favor increasing city taxes in order to pay for an increase in this activity if that is tne only way it can be increased?

   1 ___ Yes 2 ___ No 3 ___ Uncertain 9 ___ DK 0 ___ NR

15. Continued

II. a. Which activity, if any, do you think has the second most urgent need for the additional funds?

____

b. Would you favor increasing city taxes in order to pay for an increase in this activity if that is the only way it can be increased?

1 ___ Yes 2 ___ No 3 ___ Uncertain 9 ___ DK 0 ___ NR

III. a. Which activity, if any, do you think has the next most urgent need for the additional funds?

____

b. Would you favor increasing city taxes in order to pay for an increase in this activity if that is the only way it can be increased?

1 ___ Yes 2 ___ No 3 ___ Uncertain 9 ___ DK 0 ___ NR

IV. a. Which activity, if any, do you think has the next most urgent need for the additional funds?

____

b. Would you favor increasing city taxes in order to pay for an increase in this activity if that is the only way it can be increased?

1 ___ Yes 2 ___ No 3 ___ Uncertain 9 ___ DK 0 ___ NR

16. If the city is forced to reduce it's budget, or do less next year due to inflation, which activity do you feel the city can most afford to cut back on? Assume that spending less would mean doing less.

I. ____

II. Which activity do you feel could next afford to be cut back on?

____

III. Which activity do you feel would be third best to cut back on?

____

IV. Which activity do you feel would be fourth best to cut back on?

____

17. During the past year, since January 1974, have you thought about complaining to a city official concerning any city service or problem such as police, trash collection, a water bill, street lights, a fire hazard or the like?

a. 1 ___ Yes 2 ___ No 3 ___ Uncertain 9 ___ DK 0 ___ NR

b. IF YES, What was the problem?

____

____

____

c. Did you actually complain? 1 ___ Yes 2 ___ No 0 ___ NR

d. IF NO, Why not? ______________________________

____

e. IF YES, Who did you complain to? ______________________________

____

f. What happened? ______________________________

____

g. Were you satisfied by the response? 1 ___ Yes 2 ___ No 3 ___ Uncertain

h. IF NO, Why not? ______________________________

____

____

18. Now I'd like to ask you some questions of a more general sort concerning local government in the Harrisburg area.

a. Do you think that Harrisburg and surrounding communities should be combined so that there is one local government for the area?

1 ___ Yes 2 ___ No 3 ___ Uncertain 9 ___ DK 0 ___ NR

b. Why? ______________________________

____

c. IF YES, What do you think would be the appropriate geographic area for one government?

Harrisburg and which of the following: 1 ___ The West Shore area,
2 ___ Penbroke, 3 ___ Paxtang, 4 ___ Steelton,
5 ___ Susquehanna Township, 8 ___ Other (specify) ______________

18. Continued

d. If an effort were started to combine governments in the area on this geographic basis, would you ...

1 ___ Vote for it
2 ___ Encourage people to support it
3 ___ Contribute money to support it
4 ___ Join the campaign to work for it
5 ___ Vote Against it
6 ___ Encourage people not to support it
7 ___ Contribute money to the campaign against it
8 ___ Join the campaign to work against it
0 ___ NR

19. When was the last time you voted?

1 ___ Last year in the State elections
2 ___ 1973 local elections
3 ___ 1972 National elections
4 ___ In 1971 or before
5 ___ Have never voted
9 ___ DK

20. Which of the following best describes your political party affiliation?

1 ___ Strong Republican
2 ___ Republican
3 ___ Independent
4 ___ Democrat
5 ___ Strong Democrat
9 ___ DK
0 ___ NR

21. Indicate whether you agree or disagree with the following statement: The Federal and State governments give too much attention to the problems of the suburbs and rural areas and not enough attention to cities such as Harrisburg.

1 ___ Agree 2 ___ Disagree 3 ___ Uncertain 9 ___ DK

Now I have a few questions about the public schools in Harrisburg.

22. What would be your overall rating of the school system in the city?

1 ___ Excellent 2 ___ Good 3 ___ Fair 4 ___ Poor 5 ___ Bad 9 ___ DK 0 ___ NR

23. a. Are there any problems with the schools that you think should be attended to? 1 ___ Yes 2 ___ No 0 ___ NR

b. IF YES, What are they? ______________________________

____

____

____

24. Do you have children in the local public schools at present?
1 ___ Yes 2 ___ No

25. If there were some additional funds available for the Harrisburg area, say from the Federal government, should they be used . . .

1 ___ To increase city services
2 ___ To increase the school's system's activities
3 ___ For both of the above
4 ___ To reduce taxes
9 ___ DK
0 ___ NR

26. Now I'd like to turn to some questions concerning your experiences with crime and the police. Thinking back over the period from January of 1974 to the present, have you or any member of your household been the victim of any criminal activity? For example, has anything been stolen? Anyone been attacked? Any property damaged or destroyed?

1 ___ Yes 2 ___ No

If so ...

---

1. FIRST OCCASION

a. 1 ___ Yes 2 ___ No

b. What happened? ______________________
(Find out if it happened to a family member)

c. When did this happen? ______________________
(Month-Year)

d. IF YES, Did it happen at this address? 1 ___ Yes 2 ___ No

e. Did you call the police? 1 ___ Yes 2 ___ No

f. IF NO, Why not? ______________________

g. IF YES, How fast did they come? ______________________
(In Minutes)

h. Were you satisfied with their response time?
1 ___ Yes 2 ___ No 3 ___ Uncertain

i. What did the police do when they arrived? ______________________

j. Were you satisfied with what they did when they arrived?
1 ___ Yes 2 ___ No 3 ___ Uncertain

k. Other than the investigation they conducted when they arrived, was there any more police investigation of the incident?
1 ___ Yes 2 ___ No 9 ___ DK

l. IF YES, Were you satisfied with the followup investigation?
1 ___ Yes 2 ___ No 3 ___ Uncertain

m. Did the police ever arrest anyone for the crime?
1 ___ Yes 2 ___ No 9 ___ DK

n. IF YES, Was the person they arrested convicted in court?
1 ___ Yes 2 ___ No 9 ___ DK

o. Overall, were you satisfied with what the police did?
1 ___ Yes 2 ___ No 3 ___ Uncertain

26. Continued

If so ...

II. SECOND OCCASION

a. 1 ___ Yes 2 ___ No

b. What happened? ______________________________
(Find out if it happened to a family member)

c. When did this happen? ______________________________
(Month-Year)

d. IF YES, Did it happen at this address? 1 ___ Yes 2 ___ No

e. Did you call the police? 1 ___ Yes 2 ___ No

f. IF NO, Why not? ______________________________

g. IF YES, How fast did they come? ______________________________
(In Minutes)

h. Were you satisfied with their response time?

1 ___ Yes 2 ___ No 3 ___ Uncertain

i. What did the police do when they arrived? ______________________________

j. Were you satisfied with what they did when they arrived?

1 ___ Yes 2 ___ No 3 ___ Uncertain

k. Other than the investigation they conducted when they arrived, was there any more police investigation of the incident?

1 ___ Yes 2 ___ No 9 ___ DK

l. IF YES, Were you satisfied with the followup investigation?

1 1 ___ Yes 2 ___ No 3 ___ Uncertain

m. Did the police ever arrest anyone for the crime?

1 ___ Yes 2 ___ No 9 ___ DK

n. IF YES, Was the person they arrested convicted in court?

1 ___ Yes 2 ___ No 9 ___ DK

o. Overall, were you satisfied with what the police did?

1 ___ Yes 2 ___ No 3 ___ Uncertain

---

27. a. Have you or any member of your household been stopped by a policeman during the period from January of 1974 to the present, while you were on the street or driving a car?

1 ___ Yes 2 ___ No

b. IF YES, Were you stopped by the Harrisburg police 1 ________, or by another force? 2 ______________________________. (Which)

c. Why were you stopped? ____

d. Would you say you were treated:

1 ___ Excellent 2 ___ Good 3 ___ Adequate 4 ___ Poor
5 ___ Very Poor 9 ___ DK 0 ___ NR

28. a. Have you or any member of your household been mistreated by the police during the period from January of 1974 to the present?

1 ___ Yes 2 ___ No

b. IF YES, Was it by the Harrisburg police 1 _______________ or by another force? 2 _____________________. (Which)

c. What happened? ____

29. a. Have you or any member of your household been assisted by the police during the period from January of 1974 to the present? For example, any emergency sickness? Car trouble or accident on the road? Children or pets lost? 1 ___ Yes 2 ___ No

b. IF YES, Was it by the Harrisburg police 1 __________ or another force? 2 _____________________. (Which)

c. What happened? ____

Finally, I have a few questions about you and other members of your household.

30. How many people are living in this household at present? _____

31. How many are between ages 5 and 18? _____

32. How many are children under five years old? _____

33. What year were you born in? _____

34. What is your marital status?

1 ___ Married 2 ___ Separated 3 ___ Divorced 4 ___ Single 5 ___ Widowed 0 __NR

35. What is the highest grade you completed in school?

0 ___ No response
1 ___ No high school
2 ___ Some high school
3 ___ High school graduate
4 ___ Technical or Business School
5 ___ Some college
6 ___ College graduate
7 ___ Some graduate school
8 ___ M.A.
9 ___ Ph.D.

36. What is the occupation of the head of the household?

0 ___ No response
1 ___ Professional, technical, managerial
2 ___ Sales, Clerical and kindred
3 ___ Craftsman, foremen, operators, service workers
4 ___ Laborers, private household workers
5 ___ Housewives
6 ___ Students
7 ___ Retired
8 ___ Unemployed, looking for work
9 ___ Other (Please Specify) ___________________________

37. How many licensed drivers are there in this household? ____

38. How many licensed, operable automobiles are owned by members of the household, including small trucks used for family or individual trips? ____

39. If the Federal government institutes a plan to reduce the consumption of gasoline, would you favor a program to ration gasoline at 10 gallons per licensed driver per week or a policy which would result in the price of gasoline increasing to $1 per gallon?

1 ___ Rationing 2 ___ Price Rise 3 ___ Uncertain 9 ___ DK

40. How many members of this household regularly work outside the home 30 hours a week or more? ____

---

41. HEAD If the head of the household works outside the home, where is his/her place of employment located?

a. (Name of Establishment) ______________________________________

______________________________________ Distance to work: ________

b. What means of transportation does he/she use to get to work?

1 ___ Auto Driver 2 ___ Car Pool/ Auto Psngr. 3 ___ Bus 4 ___ Taxi 5 ___ Walk Other 9 ___ DK

41. HEAD Continued

c. If the price of gasoline goes up to $1 per gallon, how will he/she get to work?

1 ___ Auto Driver 2 ___ Car Pool/ Auto Psngr. 3 ___ Bus 4 ___ Taxi 5 ___ Walk Other 9 ___ DK

d. If gasoline is rationed to 10 gallons per licensed driver per week, how will he/she get to work?

1 ___ Auto Driver 2 ___ Car Pool/ Auto Psngr. 3 ___ Bus 4 ___ Taxi 5 ___ Walk Other 9 ___ DK

---

42. SECOND WORKER Where is the place of employment of the second worker located?

a. (Name of Establishment) ______________________________

______________________________ Distance to work: ________

b. What means of transportation does he/she use to get to work?

1 ___ Auto Driver 2 ___ Car Pool/ Auto Psngr. 3 ___ Bus 4 ___ Taxi 5 ___ Walk Other 9 ___ DK

c. If the price of gasoline goes up to $1 per gallon, how will he/she get to work?

1 ___ Auto Driver 2 ___ Car Pool/ Auto Psngr. 3 ___ Bus 4 ___ Taxi 5 ___ Walk Other 9 ___ DK

d. If gasoline is rationed to 10 gallons per licensed driver per week, how will he/she get to work?

1 ___ Auto Driver 2 ___ Car Pool/ Auto Psngr. 3 ___ Bus 4 ___ Taxi 5 ___ Walk Other 9 ___ DK

---

43. THIRD WORKER Where is the place of employment of the third worker located?

a. (Name of Establishment) ______________________________

______________________________ Distance to work: ________

b. What means of transportation does he/she use to get to work?

1 ___ Auto Driver 2 ___ Car Pool/ Auto Psngr. 3 ___ Bus 4 ___ Taxi 5 ___ Walk Other 9 ___ DK

43. THIRD WORKER Continued

c. If the price of gasoline goes up to $1 per gallon, how will he/she get to work?

1 ___ Auto Driver 2 ___ Car Pool/ Auto Psngr. 3 ___ Bus 4 ___ Taxi 5 ___ Walk Other 9 ___ DK

d. If gasoline is rationed to 10 gallons per licensed driver per week, how will he/she get to work?

1 ___ Auto Driver 2 ___ Car Pool/ Auto Psngr. 3 ___ Bus 4 ___ Taxi 5 ___ Walk Other 9 ___ DK

---

44. FOURTH WORKER Where is the place of employment of the fourth worker located?

a. (Name of Establishment) ______________________________

______________________________ Distance to work: ______

b. What means of transportation does he/she use to get to work?

1 ___ Auto Driver 2 ___ Car Pool/ Auto Psngr. 3 ___ Bus 4 ___ Taxi 5 ___ Walk Other 9 ___ DK

c. If the price of gasoline goes up to $1 per gallon, how will he/she get to work?

1 ___ Auto Driver 2 ___ Car Pool/ Auto Psngr. 3 ___ Bus 4 ___ Taxi 5 ___ Walk Other 9 ___ DK

d. If gasoline is rationed to 10 gallons per licensed driver per week, how will he/she get to work?

1 ___ Auto Driver 2 ___ Car Pool/ Auto Psngr. 3 ___ Bus 4 ___ Taxi 5 ___ Walk Other 9 ___ DK

---

45. a. Has the current economic situation, inflation and recession, had any marked impact on your personal or household finances or plans for the future? 1 ___ Yes 2 ___ No 3 ___ Uncertain 9 ___ DK

b. IF SO, In what way? ______________________________

____

____

____

46. In which of the following broad categories would your current annual family income fall? (Includes all sources of income)

0 ___ NR
1 ___ $ 5,000 or less
2 ___ $ 5,000 - $10,000
3 ___ $10,000 - $15,000
4 ___ $15,000 - $20,000
5 ___ $20,000 - $25,000
6 ___ $25,000 or more
9 ___ DK

25 March 1975

Dear Citizen:

Penn State University's Institute of Public Administration is conducting a survey of citizens' opinions toward local government programs and services provided to different neighborhoods in Harrisburg.

Your household has been selected through a random process to be interviewed as part of our survey. Because we want to get a representative cross-section of citizens in our survey, it is important that we have an opportunity to interview a member of your household.

Sometime during the next week or so, a member of our interview team will be calling at your residence. He or she will be wearing a badge that identifies him or her as a member of our interview team.

If you wish to confirm the identity of the interviewer when the person arrives, you may call the Planning Department at City Hall during their office hours. Their telephone number is 238-7101 (Extension 208).

If it is inconvenient for you or another adult member of your household to be interviewed when our interviewer arrives, you can make an appointment to be interviewed when it is more convenient.

All your answers will be held in the strictest confidence and will not be associated with your name.

If you would like to receive a summary of the results of our survey, please let the interviewer know this when he or she talks to you.

The results of this survey will be of great assistance to local officials as well as to the citizens as a whole in dealing with problems in your community. Therefore, your cooperation is vital in making this survey valid and useful for better government in Harrisburg.

Yours truly,

Robert J. Mowitz
Director

RJM:k:pk

Date ______________________

Dear Citizen:

I am a member of the interview team from the Institute of Public Administration at Penn State University. As you may recall from the letter we mailed to your address, we are conducting a survey of citizens' opinions toward local governmental programs and neighborhood services in Harrisburg.

At________________today, I stopped by your home to talk with you, but no one was at home. I would like to have a chance to meet with you later and I will be stopping by at ______________ ______________.
(time) (date)

If you cannot meet me at that time, could you suggest a time that is convenient for you and leave this note where I can find it again.

Suggested time: ________________, day ________________.

Thank you very much for your cooperation.

Sincerely,

Interviewer

6 June 1975

Dear Citizen:

During the last two months, Penn State University's Institute of Public Administration has been conducting a survey of citizens' opinions toward local governmental programs and services provided to different neighborhoods in Harrisburg.

Your household was selected through a random process to be interviewed as part of our survey. Members of our interview team tried to contact your household on several occasions, but were unable to interview a member of your household.

Because we want to get a representative cross-section of citizens in our survey, it is important that we have an opportunity to interview a member of your household.

Sometime during the next week or so, a member of our interview team will be calling at your residence. He or she will be wearing a badge that identifies him or her as a member of our interview team.

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The results of this survey will be of great assistance to local officials as well as to the citizens as a whole in dealing with problems in your community. Therefore, your cooperation is vital in making this survey valid and useful for better government in Harrisburg.

Yours truly,

Robert J. Mowitz
Director

RJM:pk